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AUTHOR Cichon, Donald; And Others
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ABSTRACT

This report presents findings of the first phase of an evaluation of the Targeted Assistance Program (TAP), A Federal program which funds services and projects that assist refugees in attaining economic self-sufficiency and reduced dependency upon public assistance. Following an executive summary and other materials, the report is divided into eight sections. Section I describes TAP and the study context and methodology. Section II presents background characteristics of TAPs at the national level for all TAP counties nationwide and at the provider agency level for those providers in the site-visit sample. Section III discusses the outcomes of TAP at both levels. Section IV, the most extensive portion of the report, examines the relation of major context and program factors to TAP outcomes. Descriptions of how TAPs actually operate and how these operations appear to be related to their success in attaining TAP goals are presented. Section V discusses the quality of TAP outcomes. Section VI focuses on programs, primarily economic development and cooperatives, which cannot be readily assessed by the criteria used for the majority of TAPs. Section VII describes some innovative program features noticed during the site visits. Finally, section VII presents a summary discussion of conclusions and implications for refugee program policy and implementation. The report concludes that the TAPs are meeting most of their goals at a respectable, if slightly slow, pace. Three appendices include the evaluation plan abstract, definitions of program types, and a list of the provider sample. (KH)

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EVALUATION OF THE REFUGEE TARGETED ASSISTANCE GRANTS PROGRAM: PHASE I, FINAL REPORT

ED267167

Prepared by: Donald Cichon, Project Director
Maryann Myers, Consultant
Jane Grover, Research Associate

Research Management Corporation
400 Lafayette Road
Hampton, NH 03342

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Evaluation of the Refugee Targeted Assistance

Grants Program:

Phase I, Final Report

EXECUTIVE SUMMARY

This evaluation of the Targeted Assistance Program (TAP) has three major foci:

1. to determine the outcomes of TAP on refugee self-sufficiency in terms of job placement and retention and decreased public assistance useage;
2. to identify those program factors and location characteristics that are related to such outcomes; and
3. to disseminate study information for the utilization of findings.

The evaluation is part of a three-phase effort over two and one-half years, of which this report marks the end of the first phase. During this phase, the nature of TAPs was explored for descriptive understanding, the availability of information was examined, conclusions about some outcomes of the first year of TAP (called TAP1 herein) were determined, and propositions about the program factors and location characteristics related to outcomes were developed. In Phase II, further investigation of TAP will be conducted.

Study Procedures

Information was obtained at two levels: at the national level, from the semi-annual reports to ORR submitted by the states and usually reported by county, and at the provider level, from evaluation team site visits to a sample of 28 providers in 13 counties. The site sample was selected to be representative of a diversity of programs nationwide on the following factors: geographic distribution, ethnic groups served, program type, predicted success level, and public vs. private agencies. The information at the provider sites was obtained through access to local records and reports, discussions with TAP staff, native language discussions with 444 refugee clients, observation of activities, and perusal of other relevant documents. Additionally, an Advisory Panel of Targeted Assistance personnel at the state, county, and provider level, from various parts of the country, guided the work of the evaluators through critiques of the study's initial plans, and of its preliminary and final analyses.

The site visits took place in two "rounds," the first during Fall-Winter of 1984-85, the second during the Spring of 1985. The first round involved a rather broad scope for initial, exploratory information collection and identification of promising sources. The information from this first round was analyzed by the staff, drawn into an Interim Report, and critiqued by the Advisory Panel. As a result, more specific focus for information collection in the second round of site visits was planned. In this second round (to all of the same sites from round one which were still operating), information was sought which clarified, verified, or filled gaps from information from the first round.

Findings and Conclusions

To what extent are TAPs designed and implemented in line with the purposes of TAP as intended in the legislative and policy directives?

Targeted Assistance Programs are, in the vast majority of cases, focusing services directly on the enhancement of refugee employability potential, on those refugees who entered the country during the 1979 to 1982 period, and on those refugees dependent upon public assistance -- three of the four major emphases in the TAP policy directives. They are not addressing a fourth desired emphasis, innovative approaches, to any substantial extent.

The vast majority of TAPs include vocational training, on-the-job training, employment services (job clubs and workshops, job development and placement), and vocational English language training. The only other type of program offered to any considerable degree, though significantly less frequently that those above, is economic development. The economic development programs are the most common attempts at "innovative" approaches to refugee self-sufficiency under TAP. Other innovative programs do exist, but rarely. Some 73 percent of the TAP clients were estimated to have been in the U.S. 19 months or more at the time of their entry into TAP services, placing them roughly into the entry time "window" intended in the regulations. Finally, an estimated 69 percent of clients were on public cash assistance at the time of service onset.

To what extent are TAPs attaining their intended self-sufficiency outcomes with clients?

Targeted Assistance Programs are attaining job placement outcomes at a respectable rate, albeit very slightly behind their planned pace.

Based on the national level data from the second semi-annual reports to ORR, an estimated 16,366 job placements were targeted for TAP1. As of a point approximately halfway through TAP1, some 7,300 refugees were placed. This represents a placement rate of about 45 percent of the target at the 50 percent time mark. Among the provider sample visited, the placement rates averaged 80 percent at an average of about 91 percent time mark into the programs.

Ninety-day job retention information was available for half of the sample providers, and it showed an average of 41 percent of placements retained as of the data collection point. Since many programs had not even been completed, however, there was not yet sufficient time for retentions to be evidenced. Also, only five counties of 44 nationwide had reported retention information in their semi-annual reports. Therefore, no conclusion should be drawn from the retention findings in this Phase.

Information available on the welfare status of clients at any point after entry into TAP services was too sparse to warrant analysis, let alone conclusions.

Program Factors and Location Characteristics Related to TA Outcomes

In all of the analyses which lead to the findings to follow, placement outcomes were used as the criteria in placing projects into HI, MEDium, and LO categories. The placement criteria included a combination of actual placement rate, percent of program completed at that point, placement earnings, projected market stability of the placements, and relation of placements to the program services.

The major findings clustered into related themes, and considered as propositions for still further testing, are as follows:

A. Nature of Services

1. The ease and regularity of client access to a broad array of services, either inside or outside of the TAP, is associated with higher outcomes.

2. TAPs which work together in providing cross-agency services or in making appropriate referrals across their networks are associated with higher outcomes.

3. On-the-job training and employment service programs have substantially higher outcomes than do vocational training programs.

4. TAPs which have a staff member whose primary and explicit responsibility is job development have higher outcomes than those which do not.

A-1. Supportive Feature

5. Regular, structured forums for inter-TAP staff communication on substantial matters are associated with higher outcome projects.

B. Planning Features

6. The closer the "fit" (of program duration, resources, and targeted skill levels) of services to particular refugee client background and ability characteristics, the higher the outcomes.

7. Private business/industry involvement through Private Industry Council or Chamber of Commerce representatives in the planning process is itself not related to outcomes.

8. Refugee involvement in the planning process was almost always present, allowing insufficient variation for a proposition to be formulated.

9. Formal market analyses were so infrequently part of the planning process that insufficient variation exists for a proposition.

C. Staff

C-1. Staff Ethnicity

10. The ethnicity of the TAP coordinator/director is, in itself, not associated with project outcomes.

11. The ethnicity of the job developer is, in itself, not associated with project outcomes.

12. The ethnicity of program teachers is almost always American, allowing too little variation for a proposition to be formulated.

13. Almost all staffs had a combination of American and native ethnic members, providing insufficient variation for a proposition about the relationship of ethnic configurations on the staff as a whole to placement outcomes.

C-2. Staff Training and Experience

14. The training and experience of job developers is not related to project outcomes.

15. Having teachers with previous classroom experience is associated with higher project outcomes.

D. Specific Program Activities

16. More extensive follow-up activity with employers -- such as job site follow-up contacts, frequent follow-ups, helping solve problems at the site -- is associated with higher outcomes.

17. The extent and formalism of employability development plans are not associated with project outcomes.

18. Projects which utilize curriculum and instructional materials either developed specifically for their projects or at least for refugee populations are associated with higher outcomes.

E. Client Background

19. The employability potential of clients -- in terms of English ability, education level, work experience, or age -- is not related to project outcomes.

20. Projects with larger numbers of AFDC clients with larger families are associated with lower outcomes.

F. Mutual Assistance Associations (MAAs)

21. TAPs housed in MAAs, in general, have lower outcomes than those in non-MAA agencies.

22. The years of experience an MAA has in providing services similar to their TAP ones is associated with higher outcomes. This relationship does not hold true for non-MAA TAPs.

23. For MAAs, the ability to carry out administrative and reporting requirements of TAP is associated with higher outcomes.

24. For both MAAs and non-MAAs, the adequacy of human and physical resources is associated with higher outcomes, and this association is even more pronounced for MAAs than for non-MAAs.

25. Whether or not the MAAs are part of a host agency is not associated with outcomes.

G. County Characteristics

26. County unemployment rate is not related to the placement outcomes of TAPs within the county.

27. The complexity of the county organization of refugee services is not related to the placement outcomes of inclusive TAPs.

Refugee Client Perspectives on Targeted Assistance

Native language discussions with 444 refugee clients of TAPs were conducted to ascertain information about their employment circumstances, program involvement and its value, movement within the country, use of public assistance, use of their native languages by program staff, and verification of employment and welfare records in the TAP agencies.

In sum, while these clients are first and foremost concerned about obtaining jobs in the U.S., for a substantial number of them, "good" jobs which either pay well, are satisfying, or both, are desired. That is, they have high expectations. Others are satisfied to take any job as a temporary measure. And a fair proportion are satisfied to take any job on a permanent basis.

A plurality of those who do not have jobs view their poor English ability and their lack of work experience or skill training as their major barriers to employment. Over two-thirds of the clients expressed satisfaction that the programs met their expectations. For those who were not satisfied with the TAPs, however, the major reason was simply that they did not yet have a job, and they had expected to obtain one as a result of the program.

Finally, the clients generally placed a high value on having program staff who spoke their native language, although a substantial number who reported not having such staff available also reported not needing to have their native language spoken by the staff.

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- Advisory Panel members:

  Joan Berna, Elgin (IL) YWCA Refugee Project
  Kathleen Cullinane, St. Anslem's Immigrant and Refugee Community Center, Garden Grove, CA
  Frank Ingram, CA State Office of Refugee Services
  Suzanne Manzo, Department of Manpower Services, Fairfax, VA
  Dean Richmond, Department of Human Resources, Merced, CA
  Margaret Rogers, TX Department of Human Services
  Gail Wright, CA State Office of Refugee Services

  This group met with the project staff three times during the course of the year, and worked outside of the meeting times to review and critique:

  1. the study plans, providing a perspective on interest from TAP service providers and administrators, and giving the researchers tips on information sources and the reality of field operations;

  2. the Draft Interim Report at mid-year, making suggestions for continued focus, data collection and analysis, and report structure; and

  3. the Draft Final Report, further fine-tuning the work, catching some important inconsistencies, and making suggestions for the final presentation.

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I. INTRODUCTION

A. Targeted Assistance Background

The Targeted Assistance Program (TAP) of grants, administered by the U.S. Office of Refugee Resettlement, has as its purpose "to provide to refugees, through a process of local planning and implementation, targeted projects and services which are intended to result in economic self-sufficiency and reduced dependency." (Federal Register, v.48, No.108, p.24986) The projects and services are intended, more specifically, to "enhance refugee employment potential and increase the ability of refugees to find and retain jobs." Finally, ORR explicitly addresses the accomplishment of this objective through "innovative approaches (which) will be entertained and are encouraged."

The "targeting" of TAP is not only on provision of services with innovative approaches to job attainment and retention for refugees, but it is also on location, based upon population characteristics. That is, TAP grants are given to counties in which unusual factors compounded the normal problems of refugees' attainment of economic self-sufficiency. These factors included unusually large refugee populations, especially from among the "window" of those placed in the county during FY 1980-82, the years of a particularly high influx of refugees which stretched the limits of the normal services, and resulted in an especially high use of public assistance.

Targeted Assistance Projects are funded under the authorization of Section 412(c) of the Immigration and Nationality Act, as amended by the Refugee Act of 1980 [P.L.96-212]. Funding was first made available in FY 1982 under a one-time appropriation of $35 million for grants to those states serving large numbers of Cuban and Haitian Entrants.

In FY 1983, however, the emphasis, approach and funding amount were changed significantly. TAP then emphasized targeting money to resolve the causes of refugee and entrant dependence: lack of appropriate and sufficient information and guidance regarding employment, lack of training opportunities, and lack of effective resource development and use within local communities. The funding amount was some $66 million, awarded to 20 states for 44 counties which qualified on the basis of refugee population, concentration, and public assistance usage criteria. The approaches solicited from the local recipients, through a proposal and negotiation process, included those activities otherwise permissible under federal refugee program authority which were directly related to the furtherance of self-sufficiency. These included aiding refugees in finding and retaining jobs, increasing their employability potential, and providing employer incentives, job-site English language training, translation, and worker orientation, on-the-job training, and locally-directed vocational training.

TAP is continuing with FY 1984 and 1985 funds. While the general orientation remains the same as that described above, some specific emphases have been added, such as a focus on identified groups of especially needy refugees who have been unable to gain employment through the normal services and who are likely to remain on public assistance. A prescribed local planning process has also been added. Since this phase of the evaluation focused only on FY 1983 projects -- many of which were still operating as of this writing because of delayed grant awards and authorized continuations of spending into subsequent fiscal years -- further detail about the latter two years' programs will be discussed in subsequent reports.

B. The Evaluation

The study has three major foci:

1. to determine the outcomes of TAP on refugee self-sufficiency in terms of job placement and retention and decreased public assistance;

2. to identify those program factors and location characteristics that are related to such outcomes;and

3. to disseminate study information for utilization of findings.

Concerning the first focus, TAP outcomes, the following questions are of interest: What are the characteristics of TAPs? Are they serving intended clients? What types of projects are implemented, services offered? How many refugees are enrolled in each type of project? What is the unit cost of different types of services? How many TAP clients are placed in employment? How many retain their jobs for at least three months? How many get off the different forms of public assistance? What is the quality of the outcomes as judged by the refugees themselves?

The second focus relates outcomes to location characteristics and program strategies. It concerns such questions as: How is the rate of placement related to the county unemployment rate? To other specific labor market characteristics in the locale? What kind of programs produce what kind of outcomes? Which organizational, administrative, and service provision features are related differentially to refugee self-sufficiency? How does cost relate to outcomes?

Given the breadth of questions and required data, the information collection was broad-based for this first stage of this study. The first wave was gathered from September 1984 to January 1985. After preliminary

analysis and an interim report, the second wave was gathered during April and May 1985. The major purposes of this second wave of information collection were to clarify relevant items and fill in gaps from the first wave, and to update information which had changed since the first wave. The major sources of the information obtained on all counties and states included the semi-annual reports provided by states to ORR, and economic information from standard references. In addition, some 28 TAP providers in 13 counties were selected as a provider sample for more intensive study through site visits. The information obtained at these visits included site-specific demographic and outcome data, discussions with key staff members, observations of major activities, descriptive and evaluative documents prepared by providers, and discussions with some 450 refugee clients in their native languages.

Important characteristics of the study context and methodology are discussed here very briefly. (An abstract of the complete study design is presented in Appendix A.) Thus far three cycles of funding have been authorized for TAP: FY '83(TAP1), FY'84 (TAP2), and FY'85 (TAP3). The study so far has focused only on TAP1 programs. In the cases of some site data collection, TAP2 programs had begun or were in development and thus information about them was incidentally obtained. Phases II and III will focus on the subsequent years' programs.

A feature of the funding cycles which impacted, and will continue to impact, the conduct of the study is that programs actually began operation anywhere from Fall 1983 to the end of 1984 (and possibly later in some as yet undetected cases). As a result, any information collected for this study represents vastly different points into the operation of projects.

For some, data collection took place near the beginning of operation, for others it was at a good stable point in the middle of the project, and for a few it was near the end of the program or, in fact, after completion.

This report focuses on the findings of Phase I, the first year of the study, with some discussion of implications for planning TAP and/or other refugee services. Background characteristics of TAPs are presented in Section II, for two levels: (1) the national level for all TAP counties nationwide and (2) the provider agency level for those providers in the site-visit sample. Section III discusses the outcomes of TAP, again at each of the two levels above. The most extensive section of the report is Section IV which treats major context and program factors in their relationship to TAP outcomes. Much of the text includes descriptive portrayals of how TAPs actually operate and how these operations appear to be related to their success in attaining TAP goals.

The quality of the TAP outcomes, as drawn from the native language discussions with the refugee clients, is discussed in Section V. Some programs, primarily economic development and coops, cannot be readily assessed by the enrollment, placement, retention, and off-assistance criteria used for the majority of TAPs. These non-standard programs and a discussion of their outcomes are presented in Section VI. During the course of the information collection site visits, several very striking features of programs were noticed which appeared worthy of presentation, although there is no hard evidence that these programs or features are necessarily related to high outcomes. Such examples of innovative programming are described in Section VII. Finally, a summary discussion of conclusions and implications for refugee program policy and implementation are presented in Section VIII.

II. BACKGROUND CHARACTERISTICS OF TARGETED ASSISTANCE PROGRAMS

Descriptive information about TAPs is available at two levels, those at the national and the sample provider level. The first to be discussed, the national level, is based on the semi-annual reports submitted to ORR from states. The second, the sample provider level, is based upon information obtained from existing reports and records at the sites selected for visits by the evaluators.

A. National Level Characteristics

The following description is based upon the first and second sets of semi-annual reports submitted by the states to ORR. (The first set reported on activity to April 1984, the second set to October 1984. The third set, reporting activity to April 1985, has not yet been submitted to ORR with any reasonable completeness as of this writing.) The purpose of this presentation is to obtain a national perspective of the nature of TAP, the kinds of programs offered, and the numbers and types of refugee clients served by the various programs.

In general, the second semi-annual reports from states to ORR were the source for this national level data. While other sources of data for this information, such as the original county proposal summaries at ORR and the first semi-annual reports, were examined, it is the second set of semi-annual reports which provides the most consistent, comprehensive, and comprehensible data. This set is also judged by the evaluators to be the most authoritative, because the information therein represents the use of the most recent reporting standards and directions given from the federal, state, and county levels to providers. That is, definitions have been

clarified, expectations have become more realistic, and actual rather than presumed contracts have been accounted for, in the majority of the second set of reports. (There are still, nonetheless, some gross inadequacies and discrepancies.)

Table 1 provides a summary of the types of services offered by TAP and estimates of the number of clients intended to be served in the end. The program types listed in the table may not be perfectly consistent with the labels used in certain proposals or reports. The program types available were analyzed by the evaluators and the most common and comprehensive list possible was developed to be used as the structure for this study. The complete list of categories and definitions is provided in Appendix B. Where there were program type labels which did not fit the list used in the documents, either a very confident judgment was made, or when the confidence was lacking, the issue was resolved by phone calls to those near the programs.

As the information in the table indicates, data on targeted enrollments is the most extensive available, covering 36 of the 44 counties with TAP. Twenty-seven of those 36 counties projected an enrollment of 19,714 (duplicated count, no possibility of obtaining an unduplicated count on more than one or two counties at this stage) in their various programs. This extrapolates an estimated 32,126 nationally for TAP1. This means that some 32,000 service slots will be offered to refugees. This estimate is not adjusted for any possible bias in representation of reporting counties, however, so it should not be used as a very precise expectation.

The clients are to be served in some 13 different types of programs, with a number being served by more than one. The most commonly offered programs are vocational training and on-the-job training, offered by 18 and 15 counties reporting. Employment services are shown as offered in eight

TABLE 1. TARGETED ENROLLMENTS BY PROGRAM TYPE: NATIONAL LEVEL

Program Type	Targeted Enrollments[1.]	N of Counties Reporting
Vocational Training	4,453	18
On-The-Job Training	3,007	15
Employment Services	2,354	8
Work Orientation	2,087	5
Economic Development	1,611	7
Assessment/Intake	1,450	2
Vocational English As A Second Language	775	7
English As A Second Language	720	1
Work Experience	686	2
Support	372	3
Skills Upgrading	120	2
Other	1,418	4
Uncategorized	661	1
TOTAL	19,714[2.]	27

Source: Second set of semi-annual reports to ORR.

Notes: 1. Targeted figures represent end-of-project values, except in a few cases which reported year-to-date values. Thus, these figures are slightly lower than what would be if all full-project values were reported.

2. The total undoubtedly reflects duplicated counts across program types.

counties. But from other information, they are known to be offered more frequently, with significantly more known enrollment figures. VESL is also offered in a number of counties. While the work orientation programs have high enrollments, they are actually only reported to be offered in five of the counties. The assessment/intake category is also somewhat misleading as presented, as it is reported as a separate service for only two counties. All counties have one or more agencies perform this function, though not necessarily out of a separate and distinct contract source.

Finally, those demographic characteristics of the actual refugee clients served which were reported with reasonable consistency across counties are examined. They are summarized in Table 2. As the data indicate, Southeast Asians, especially Vietnamese, predominate in the programs. Likewise, some two-thirds of the clients served are male. The length of U.S. residency was considered consider because of the original intent of TAP to address the needs of those who arrived in the U.S. during the "window" years of FY 80-82 and were not yet self-sufficient at the time of the TAP awards. This includes refugees in the U.S. from approximately 18-60 months at the start of their TAP services. As the data in the table indicates, about half of the clients served have been in the US longer than 36 months and another 24 percent for between 18 and 36 months. This indicates that, in large part, TAPs are serving clients who have been in the U.S. for a considerable period of time, namely over 18 months.

TABLE 2. SELECTED DEMOGRAPHIC CHARACTERISICS OF TAP CLIENTS SERVED: COUNTY INFORMATION

A. ETHNIC GROUPS:	Vietnamese	5,486 (16)
	Laotian (incl.Hmong)	2,742 (16)
	Cambodian	1,658 (16)
	Ethnic Chinese	1,278 (13)
	Afghan	234 (3)
	Ethiopian	124 (3)
	Other non-SEA	1,326 (16)

B. LENGTH OF U.S. RESIDENCY: < 18 mo. = 27%

19-36 mo. = 24%

> 36 mo. = 49%

C. SEX: Female 33%

Male 67%

B. Sample Provider Level Characteristics

Twenty-eight providers were selected from 13 counties for more intensive study. The more detailed information available at this level is used to provide the descriptive overview immediately below and a substantial portion of the findings and analyses to follow in Section IV.

The selection of sites for more intensive study, including site visits, was made after consultation with ORR regional staff and state refugee program staff in those TAP states nominated by the regional offices. The factors considered in the nominations and selections were the following in which either a balance or a wide range was sought: geographic location, program type, ethnic groups served, outcomes (high to low), and private vs. public agencies. Of the 13 counties selected, two providers from each were chosen (except for Los Angeles where four providers were chosen to represent more fairly the size and complexity of TAP there).

The final sites had the following characteristics related to the selection criteria:

a. Geographic : West Coast - 16 providers (7 counties)
- 12(5) in CA; 2(1) in OR and WA
Midwest - 6 providers (3 counties)
Midsouth - 2 providers (1 county)
East - 4 providers (2 counties).

b. Ethnic: Southeast Asian - 24 providers
Ethiopian - 7 providers
Middle Eastern - 9 providers
Eastern European - 6 providers
(Seven providers served only one of the foregoing groups; 21 served more than one; thus the total is greater than 28.)

c. Outcomes: wide range, as detailed in section III below, but probable bias toward higher outcomes, since officials are understandably reluctant to nominate poorly performing projects;

d. Agencies: 20 private (MAAs, volags, church affiliates, a few for-profit businesses); 8 public (social services, schools, community colleges and universities);

e. Program types: Vocational Training (12), OJT (7), Employment Services (6), VESL (6 as separate component, 6 as a supplement to others), Assessments (5), Work Orientation (2), Economic Development (2), and Work Experience, Skills Upgrading, ESL, and Other (1 each).

More detailed information on each of the criteria is presented in the discussion below, along with other characteristics of the sites.

Table 3 provides information parallel to that offered for the national level on targeted enrollments by type of program. Since in the county data the main purpose was to obtain an overall national perspective, the total figures for each program type were presented. But since here the perspective desired is more focused on describing the projects studied, the average enrollment figures are used along with the totals. The patterns are similar to those at the national level. Employment services and vocational training are the most predominant in terms of numbers of clients served. On-the-job training appears to be underrepresented in the provider sample in comparison with the national trend, but that is somewhat a function of several of these programs not having targeted enrollment figures available.

Turning next to ethnic groups served, we ask: What ethnic groups are served and in what numbers? Table 4 presents the numbers of clients and projects serving each ethnic group. As a general pattern, most providers that serve Southeast Asians serve all of them in a geographic location. There were only three of the 24 Southeast Asian client providers which served one group only, of which two were Vietnamese and one Cambodian. Four TAPs served a wide diversity of ethnic groups from across major world regions.

TABLE 3. TARGETED ENROLLMENTS BY PROGRAM TYPE; PROVIDER SAMPLE

Program Type	Number of Providers With Data	Actual Targeted Enrollment	Average Targeted Enrollment
Vocational Training	12	1,086	90.5
On-The-Job Training	3	147	49
Employment Services	5	1,454	290.8
Vocational English As A Second Language	4	450	112.5
Assessments	1	545	
Work Orientation	1	45	
Skill Upgrading	1	100	
Work Experience	1	66	
English As A Second Language	1	55	
Other	1	3	
TOTAL		3,952	

TABLE 4. ETHNIC GROUPS SERVED BY TAPS: PROVIDER SAMPLE

Ethnic Group	Number Served to Date	Number of Projects
Cambodian	937[1.]	17
Vietnamese	533	18
Lao[2.]	394	16
Ethnic Chinese[3.] (unspecified origin)	88	7
Mid-Eastern	340	8
Latin American	290	3
Romanian	228	4
Russian	75	1
Polish	12	4
Czech	2	1
African[4.]	85	6
Afghan	80	7
Other[5.]	65	10
TOTAL	3,129	

Notes:
1. 597 come from 1 project.
2. Includes both Lowland and Hmong; many projects do not record separately.
3. Where projects indicated the native country, the figure was inserted for that native group; these are additional.
4. All but 1 are Ethiopian.
5. Actually fit into other categories above, but we cannot determine which ones because of varying category systems; most likely mid-East or Eastern Europeans

While the Cambodians are the most predominantly represented group among the sampled providers, the 937 figure reflects 597 from one project. Thus it is probably more fair to say that Vietnamese are the most predominant group among the providers, since they are also served by more projects. Cambodians and Laotians (both lowland and Hmong) are also each represented in greater numbers, however, than any other ethnic groups shown. The Middle-Eastern group is next, being represented in eight different sites. Though Afghans and Ethiopians are served by seven and six sites respectively, their numbers at each site are relatively small compared to the Southeast Asian groups. Of the Latins listed, most (286) are Cuban/Haitian entrants from the one entrant site included in the sample. Among the Eastern European groups represented, the largest is Romanian, uhough a substantial number of Russians are served, and a very small number of Polish and Czech refugees.

The total number of clients, 3,129, is the nearest approximation to an unduplicated count based on all projects that is available for this study, since these figures appeared to come from individual client records at the sites, and not from class or service lists (which repeat the names of clients who take more than one class or obtain more than one discrete service). This implies that the providers have served an average of about 125 refugees each to the point of data collection, which was on the average about 91% through the length of the contract. At that rate, each project might be projected to serve an average of 137 individuals over the duration.

Another characteristic of note is cost, with a particular interest in client unit cost. The total TAP budgets of the 27 providers in the sample ranged from $21,000 - $247,000, distributed fairly evenly, with an average of about $114,000. There was one TAP which had a budget of $476,000, a figure left out of the average.

At the site visits the evaluators sought cost/unit data, including the manner in which it was defined or computed. From among the minority which did calculate such a figure, the methods varied widely, with the variations differentially accounting for the following items: enrollments, placements, (both duplicated, unduplicated counts); different definitions of enrollments/placements; administrative costs in, out; separate program components, all together; actual, target figures. As a result, for purposes of this analysis, a standard method was used to compute costs/unit for the data available to the evaluators: the total project budget was divided by the targeted enrollment for all program components at the site. The process was repeated for placements, substituting as appropriate. The resulting targeted cost/enrollment and cost/placement information is shown in Table 5.

The cost/enrollment is targeted to be slightly under $1800 per project, and for placement just under $2900. But around these averages the range is very wide. Disregarding the exceptions shown in the $7,212 - 23,800 range, the "normal ranges" are from $222 to $4150 for enrollments and from $517 to $6198 for placements. When the cost distributions are examined, however, it is seen that very few projects are far out of line from the others. That is, the vast majority have unit costs very near the projected figures for a cluster of other projects. This would seem to imply that most projects used a reasonable basis for estimating costs, if only because others appeared to have used the same basis.

The next issue of interest in describing TAPs is that of the welfare eligibility of clients. To what extent does TAP serve the welfare eligible? Clients' welfare status is assumed to impact on their motivation

TABLE 5. COST PER TARGETED ENROLLMENT AND PLACEMENT: PROVIDER SAMPLE

	Cost/Enrollment	Cost/Placement
Median (N)	$1,766 (23)	$2,890 (22)
Range	$222-$16,233	$517-$23,800
Cost Distribution($)	Frequency	Frequency
23,800		1
16,233	1	1
7,212	1	
6001-6500		1
5501-6000		
5001-5500		1
4501-5000		
4001-4500	1	1
3501-4000		1
3001-3500		2
2501-3000	3	4
2001-2500	3	1
1501-2000	3	3
1001-1500	2	
501-1000	3	6
1-500	6	

to participate in the programs (where required for continued public assistance), and certainly on their motivation to seek, obtain, or retain employment. The information obtained during the first round of site visits pointed to extreme diversity on data availability for examining this issue. State assistance programs vary, but the extent to which individual providers keep records of the welfare eligibility of their clients varies even more. In the end, the figure which appeared to represent the closest approximation to welfare eligibility and which was available on a reasonable number of projects is whether or not the client is on some form of public assistance at the time he or she begins receiving program services. Public assistance status using those categories was used to examine the welfare eligibility question.

The public assistance status of TAP clients by program type and overall is shown in Table 6. At the most general level, it is seen that the majority, 69%, are on assistance when they begin the program services of record. OJT programs constitute the one common program area in which a substantial number (51%) are not on assistance. The other three areas have about 70 percent of their clients on public assistance at enrollment time. Even though this was the broadest base of data available on the eligibility issue, it is noticed that it represents only about two-thirds of the projects that have had information available in other areas.

The final descriptive characteristic discussed is that of staff. What staffing configurations are used to operate TAPs? While not all distinct staff roles are examined here (several key ones are analyzed later in relation to outcomes), the numbers of staff members and the non-TAP staff

TABLE 6. PUBLIC ASSISTANCE STATUS OF TAP CLIENTS BY PROGRAM TYPE: PROVIDER SAMPLE

Program Type	N of Clients Actually Enrolled		Average Percent	
	PA	NPA	PA	NPA
Vocational Training	75	19		
(of 12)	29	1		
	38	24		
	16	32		
	62	20	70	30
	98	65		
	39	15		
	105	0		
	92	59		
subtotal VT=	554	235		
Employment Services	39	77		
(of 5)	37	17		
	172	4		
Subtotal ES=	248	98	72	28
On-The-Job Training	23	37	49	51
(of 4)	31	20		
Subtotal OJT=	54	57		
Work Experience (of 1)	52	24	68	32
ESL, Assessments Other	no data		no data	
TOTAL	908	414	69	31

services to TAP clients is of interest. This information is summarized in Table 7. The staff data are based on all 28 providers. The total of 48 full-time TAP staff members indicates that projects have, on average, less than two full-time staff each, plus more than three additional part-time staff (of the 90 total part-time), paid for out of TAP funds. These part-time people usually work the remainder of their time within the agency, with support from other sources supplementing the TAP portion of their salaries. There are many cases, however, in which the part-time staff are not otherwise connected with the host agency, usually in the case of ESL and VESL teachers. The other important feature of the staff information is the amount of non-TAP staff time devoted to TAP clients. A staff member was counted in this category if the site evaluator judged that that person served the TAP clients in more than a minor way. With 46 such persons over the 28 projects, the TAPs each receive about 1.6 FTE staff on the average. While some projects have no such supplementary services, a good number have one or more FTEs, which must be regarded as a substantial source of assistance to TAP.

Table 7. Staff Configuration

	TAP	NON-TAP
FT	48	12
PT	90	34

III. OUTCOMES OF TARGETED ASSISTANCE

As was the case with the descriptive information, the data on outcomes is available at both the national and the provider sample levels, and thus is discussed below in those two categories. The data sources are the same as those above. The outcome criteria are:

- placements,
- retentions, and
- welfare reductions.

A. National Level Outcomes

The placement information reported in the first set of semi-annual performance reports is summarized in Table 8. Among those 27 counties reporting both targets and placements, 10,043 placements were targeted, and 4,487 were actually made. In examining the rates by program type, it is seen that employment services is the area of most attention, in terms of clients placed. Some 70 percent of employment service program targets were actually placed in the 10 reporting counties. Since at the time of the completion of the reports from which these data were drawn most counties were only slightly more than halfway through their contracts for TAP1, this value seems quite respectable. All others but the uncategorized program types showed percent of targets placed in the 24 to 37 percent range. Given that vocational training and work experience programs are often several months long, these figures may also be quite respectable.

Five counties did report retention information, though on very small targets. It would be too early to expect retention information to be evidenced, let alone analyzed and reported, at the time of these performance reports.

TABLE 8. PLACEMENT OUTCOMES BY PROGRAM TYPE: NATIONAL LEVEL

Program Type	Number of Counties Reporting	Targeted Placements	Actual Placements	Percent of Target Attained
Employment Services	10	2,762	1,938	70
On-The-Job-Training	15	1,834	548	30
Vocational Training	14	1,712	412	24
Work Orientation	4	1,152	430	37
Work Experience	2	288	81	28
Upgrade Skills	1	65	0	0
Economic Development	6	546	151	28
Uncategorized	4	1,384	927	67
TOTALS	27	10,043	4,487	

Sixteen (16) counties reported welfare reduction data in some comprehensible form in the second set of reports. Of those 16, a total of 1,721 persons are reported as off cash assistance, for an average of about 108 per county. This would compute to a total of about 4,700 for the 44 county estimate, at this slightly more than half-way mark in the programs. These estimates are likely to be low, however, since a few of the 16 reporting counties did not indicate if their data were based on cases or persons. They were interpreted to be persons, since that is the most predominant unit reported by the other counties. The estimated dollar amount saved as a result of TAP impacts on clients has been reported by one state only.

B. Sample Provider Level Outcomes

The major indicator of outcomes at this level, as it was at the national level, is placements. (While the raw placement numbers are used in this section of the report for analysis and interpretation, some adjustments to those numbers based upon site observations are made in Section IV. Each source is appropriate for the purpose of the repective parts of the analyses.) Definitions of placement varied across states and/or counties. Some projects accepted a client showing up the first day at a job as a placement; others counted a placement when they made the judgment, after a few days on the job for the client, that the client and employer were serious about the placement; still others required 30 days of continued employment for a placement to be counted, while others qualified that even further as 30 days in the exact same job (employer and task). A few even required 90 days on the job to count a placement. The placement information accepted for this part of the analysis is that reported by the provider, no matter what the definition. Any attempt to differentiate the analyses by definition would provide too few cases to comprehensibly portray the general placement status.

The placement information on the sample providers is presented in Table 9. Of the 23 providers reporting targeted placements, a total of 2100 are projected, or an average of about 91 each. The actual placement figures show that 1,687 were placed by the time of data collection. This is an overall placement rate of about 80 percent. Since the projects were 91 percent into their contract period at the time of the site visits, this is slightly behind what might be considered a target rate. Given that the placement data is often slightly behind the site visit point -- that is, some providers provided their most recent reports (which may have been a

TABLE 9. PLACEMENT OUTCOMES BY PROGRAM TYPE: PROVIDER SAMPLE

Program Type	Number of Providers	Placements		Average Percent	Range of Percents
		Targeted	Actual		
Employment Services	7	1,328	1,207	91	37-140
Vocational Training	10	515	272	53	0-98
On-The-Job Training	4	173	184	106	71-174
Work Experience	1	20	23	115	--
Upgrade Skills	1	64	0	0	--
TOTALS	23	2,100	1,687	80	

few weeks old) to the evaluators -- and given that some placements have actually begun but had not yet been recorded for those sites with the 30-day criterion, the real rate is probably higher than the 80 average percent figure. Thus, it is concluded that the TAPs are progressing in placements at a very slightly lower rate than might be expected at this point in relation to their pre-project targets.

Moreover, when the rates are examined by program type, it is seen that those two types which directly address the placement outcomes, OJT and employment services, have average percent placement rates near or above 100 percent. (The work experience also has a high rate, but this is based on one project only and thus should not be given much attention.) While the vocational training rate is lower, it is also the area where the impacts are more long-term; i.e., many clients are still in the middle of a training program and are not expected to be placed until after its

completion. Thus, the VT programs may well be making very good progress, but that is not indicated by the placement criterion. Also of note is the fact that the range of percents for each project is quite wide, indicating vastly different outcome rates.

The second criterion of interest is retentions. In terms of definition at the state or county level, little variation was found. All defined retention as 90 days of continuous employment; but variation entered as to whether the 90 days must be continuous with the same employer, in the same job, or both, or whether 90 days employment at any job was sufficient. As it was for placements, the retention definitions used by the providers in their own reporting systems were accepted for this analysis. Eleven of the sample sites provided retention information, which is summarized in Table 10. Of those, employment services again provides the highest numbers of targeted and actual retentions. The percent figures shown, 41 and 40 for those program types with more than one project reporting, would seem to be quite good given that retentions take some time to be evidenced. Those figures will undoubtedly be higher as time goes on, to account for clients placed within the last three months of projects. Again, the range of percent of targets retained is quite wide.

The third and final criterion for TAP outcomes is welfare reduction. While welfare information exists moderately at the beginning of program services and was discussed in the descriptive characteristics section above, no useable information existed at the point of end-of-services. This is partly because end-of-services is not defined systematically (e.g., a client can complete the vocational training part, but still be eligible for job club, or might re-enter a job workshop more than once). It is also partly because once a client has left the TAP service, obtaining any

TABLE 10. RETENTIONS BY PROGRAM TYPE: PROVIDER SAMPLE

Program Type	Number of Providers	90-Day Retentions		Average Percent	Range of Percents
		Targeted	Actual		
Employment Services	5	926	380	41	
Vocational Training	4	205	81	40	25-115
On-The-Job Training	1	42	17	40	--
Work Experience	1	20	23	115	--

information about that client may be difficult, especially if the TAP is not the case manager. Job placements represent a reasonable proxy for off-welfare, however, in that refugees placed in jobs are assumed to have their major forms of public assistance reduced or stopped, though those in low wage jobs often continue to receive food stamps, and medical and fuel assistance.

Additional information which casts some light on the outcome data reported above was obtained in the first stage of the data collection from native language interviews with TAP clients. Reports on some 444 client interviews from 25 sites are available. At each site, a random sample of clients (where enough for selection) was drawn, stratified by ethnic group and employment status of record. While the interview sought information on several topics, each of which is reported in context throughout this report, one of its purposes was to examine the extent to which the placement and welfare statistics reported by the providers was accurate. Exact records at the individual client level and standard procedures by the

native language interviewers and the evaluation staff trainers provided a pool of seven sites for which this verification could be assessed well for employment status and six for welfare status. The results of that verification information are summarized in Table 11.

TABLE 11. OUTCOME VERIFICATION FROM CLIENT INTERVIEWS

	Employment Status	Welfare Status
Number of Sites	7	6
Useable Interviews		
- Total	96	77
- Range	7-22	7-22
Percent Verified		
- Average (Weighted)	82.4	76.6
- Range	43-100	33-100

As can be seen in the table, over 82% of the clients interviewed verified the accuracy of the agency employment records. Over 76% verified the records regarding welfare. While the range of actual percents at each site are shown, and go as low as 43 and 33 percent, those low figures occur in only two cases. The majority of the percents are in fact in the high end of the range. This indicates that the project reports are generally highly accurate. Perfect accuracy cannot be expected because of the slight time lag between latest record update and client interview. That is, a client may be recorded as unemployed but may have gotten a job by the time of the interview, or vice-versa, and similarly for welfare status.

One final source of outcome verification information was obtained by attempting to verify a random sample of reported placements with employers. This task took place during the second wave of site visits only. (Since it was a feature added to the information collection at that late stage and was not a part of the agreement to participate in the study, several of the project personnel either did not agree to the employer verification or requested that the evaluators obtain written notification of its need from ORR. Others requested that the verification be done by mail, not by telephone -- none of those solicited by mail have been returned as of this writing. And, finally, four of the providers had already been visited when this task was added to the evaluation.) Final verification with employers was completed at 11 sites. The procedure followed was to obtain the list or files of clients placed at the provider site, randomly select 15 percent, obtain the employers' names and contact information, and call employers until 10 percent of the total were contacted. The results of this process are presented in Table 12.

TABLE 12. EMPLOYER VERIFICATION RESULTS BY PROJECT

# Placements	#Verification Contacts	#Verified	Percent
61	6	6	100
51	5	5	100
36	6	6	100
187	19	14	74
61	8	8	100
196	16	14	88
38	4	4	100
8	1	1	100
44	4	4	100
55	6	5	83
42	3	3	100
779	78	70	Average=90

As the employer verification information in the table indicates, eight of the 11 sites were verified 100 percent. Of those three that fell below that level, none were below 75 percent. The average was some 90 percent accurately verified across all 10 projects, which is quite a high level. But since the number of projects on which this verification is based is less than half of the total sample, and since a strong selection bias may exist in the projects permitting this task, generalizations from this data would be unwarranted.

IV. RELATIONSHIP OF PROGRAM STRATEGIES AND CHARACTERISTICS TO OUTCOMES

A. Analysis Methods

To answer the questions about which program strategies and characteristics are related to TAP outcomes, the analysis of the widest base of data comes into play, but only for the sample of providers selected for site visits. In this section, information from all available sources, but primarily from the staff and refugee interviews, observations, and documents, are brought to bear on the questions. The actual names of their providers were replaced by code names to protect their anonymity. Anonymity was assured the providers before their agreement to participate for two reasons. One, this was to be an evaluation which focused on a broad national perspective on TAP, not a performance monitoring of individual projects. Two, assuring and preserving such anonymity is a means of eliciting more information about projects than might otherwise be obtained.

The first step for this analysis was to develop a classification of projects based on HI-LO outcomes. Then patterns of associated program strategies and characteristics could be sought which differentiated between the high and the low projects. The main criterion variable chosen for this classification was placements. The classification of projects according to placements is shown in Figure I. Of the three major outcome variables (placements, retentions, and reduced welfare), placements offered the data which was most available, most consistently defined, and conceptually most directly related to project services at this time.

The placement criterion was operationalized at two levels. First, rather than using raw placement numbers, the percent of targeted placements actually attained by the project at the time of the site visit was used.

FIGURE I. PLACEMENT CLASSIFICATIONS AND FEATURES

Placements	Project	Percent of Target (1)	Time Into Project (2)	Placement Index (1) ÷ (2)	Placement Definition (A)	Average Starting Wages	Program Related (B)	Specific Market/ Prognosis	90-Day Retention (C)	Comments
HI	HURON	174	11/16	253		$4.43	100%		34%	
	MEAD	128	12/12	128		$5.05	NA	hi tech; growing placement base		
	GULF	71	17/17	71	90 days on job	$3.35	100%	sewing; stable contracts	100%	wages now $6+
	OWEN	127	12/14	148	1 day on job	$5.00	NA	seasonal; layoffs	76%	
	CAPE	140	19/19	140	1 day on job	$3.35+	NA	layoffs	64%	hard to place clients
	CEDAR	100	15/15	100		$4.75	80%			10% nonsubsidized OJTs
MEDium	CLEAR	78	12/12	78		$4.75	100%		56%	
	GREEN	74	13/13	74		$5.60	NA			
	GRAY	78	10/12	94		$5.02	NA	stable placement base	82%	
	GRANBY	97	18/21	113		$4.76		seasonal; layoffs	62%	
	PEND	75	11/16	109		$4.00	69%	layoffs	32%	tourist market unexpectedly low
	GRAND	82	14/16	95	PT, temp., 1 day on job	$3.90	100%		48%	goal: employ secondary wage-earner
	STORM	115	14/16	127	90 days on job	$4.50	100%			only 30% of enrollments targeted for placement
LO	PONT	66	10/12	79		$4.40	NA	some seasonal	12%	
	SID	48	12/12	48	1 day on job	$3.35+	50%		48%	one group placed in skill area; other not
	NORRIS	0	14/16	0	NA	NA	NA		NA	
	CART	38	14/16	42	90 days on job	$5.25	96%	sporadic contract base	100%	
	HUD	62	13/13	62	PT	$5.81	74%			
	FOX	57	12/12	57	1 day on job	$3.55	71%	1/2 are seasonal	53%	
	DEC	59	8/10	74		$3.87	39%			
	DEER	35	14/16	39	90 days on job	$5.00	100%		100%	
	THORPE	5	12/12	5	1 day on job	$3.35	(100%)			only 1 placement

NOTES:

(A) The placement definition used by all projects, unless otherwise noted in this column, is: full-time, unsubsidized employment for 2-29 days on the job.

(B) NA (not applicable) is used for job workshop or club projects since their goal is to teach clients job-seeking skills; thus, the clients find their own jobs, but presumably using program skills. In these cases, 100% of the placements would have to be considered program related. Similarily, where job developers place clients, this is program related by definition of the program.

(C) Retention rate = $\frac{\text{\# retained} \times 100}{\text{\# placed}}$

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This information was available for 22 of the TAPs visited. Secondly, since the projects had widely differing starting dates and since site visits were spread over a five month period in round one and over two months in round two, the point of final data collection represented very different lengths of time into each project. A project operating for ten months, for example, could not be expected to have attained the same percentage of targeted placements as a project operating for one year. Furthermore, projects are of different lengths, ranging from 12 to 19 months in those observed. Thus, a scale, called the placement index, was devised to account for these variations. The placement index is shown in the third data column of Figure I. It was obtained by multiplying the percent in the first column by the inverse of the fraction (number of months into the project at the final data collection point divided by the length of project in months) in the second column.

As a result of the information obtained at the site visits, it was known that the placement figures, even when adjusted by the index, were not always an accurate reflection of how the project should be classified. Other circumstances are brought to bear on the judgment of project quality, each of which is identified in the latter six columns of Figure I. These include:

- whether or not the project used an exceptionally lenient or stringent definition of placements,
- the amount of the clients' starting wages,
- the extent to which the placements reported are program-related,
- the specific market or economic prognosis for the jobs in which refugees are being placed in that locale,
- the job retention rate evidenced to date, and
- any other factors thought to help <u>define</u> the quality of the placements as distinct from the factors which <u>influence</u> the placements, either in number or quality.

Examples of the ways in which these other factors are used in columns containing circumstantial information, as well as a more detailed explanation of the meaning of each column, follow. GULF, for instance, had a placement index of 71, which would have otherwise placed it in the MEDium outcome category. Notice from the figure, however, that GULF had a very stringent placement requirement, 90 days on the job. Also, its specific market prognosis was very good. The major employer of refugee power sewers in this county had just acquired several more contracts which would last for a considerable time, thus "insuring" the job stability of these clients. Additionally, while these clients began their OJT at minimum wage, by the end of the project most were earning $6 per hour or more (they are paid on a piecework basis). Considering all of these factors together, this project was raised into the HI outcome category.

As an example of this supplementary information which lowered a project's classification from its placement index rating, consider GRANBY. Its placement index of 113 would nominate it for the HI outcome category. Although its clients' starting wages were quite good, a lot of its placements were in seasonal jobs and others were in a particular industry that was laying off workers. This is probably somewhat reflected in its 62% retention rate. Independent of that, the outlook for the future employment of those refugees placed or being placed is not very positive, and GRANBY is moved to the MEDium category.

Thus, for the final classification of TAPs into high, medium and low placement categories, the numerical placement index was used for an initial sorting. Then projects were moved into other categories considering the sum of the information shown about them in the figure. This project classification scheme is used hereinafter for all analyses of independent variables related to outcomes.

A word is in order at this point concerning the interpretation of the retention information in Figure I. For twelve of the twenty-two projects, final retention data had not yet been reported. Thus, the retention figures are used in this analysis only as a supplementary piece of information, not as a separate criterion for outcomes in itself.

The second step of analysis was to explicate a general conceptual framework into which all of the independent variables -- the program strategies and characteristics -- are organized so that they could be analyzed in relation to outcomes. This framework is an adaptation of commonly used constructs for the analysis of social systems. It organizes the program phenomena into stages which are roughly time-sequenced. These stages include:

- the project context, those features of the surrounding environment which exist independent of the project but are brought to bear on it, including cost;
- the planning activities, which are largely prior to project operation, but to some extent continue into it;
- the organization, those structures established into which direct service activities will fit, but often subject to some control by project staff;
- the service activities, the direct provision of services to clients and the day-to-day staff activities; and
- outcomes (which were treated out of this sequence in Section III above).

Figure II presents an outline of the framework categories, along with the more detailed program characteristics and strategies on which evaluation data exist and an indication of which items are treated in this report.

FIGURE II. FRAMEWORK FOR PROGRAM CHARACTERISTICS' AND STRATEGIES' ANALYSIS

CONTEXT

1. Program Type
2. Cost
3. Unemployment
4. Client Characteristics
5. County Organization

PLANNING

1. Groups Involved
2. Factors Considered

ORGANIZATION

1. Comprehensiveness of services
2. Cooperation/Coordination
3. Case Management
4. MAAs

SERVICE IMPLEMENTATION

1. Bilingual/Bicultural Staff
2. Employment Services
3. Curriculum and Instruction

The third step in the analysis was to generate a set of working propositions within each topic from the conceptual framework. These propositions are findings from individual site cases which were restated so as to apply, in principle, to all the cases. Thus, the information on a given topic, such as Program Type, from within the framework was put into chart form (as in Figure III). Patterns of difference were sought between the HI and LO projects on the findings at each site, and were stated in general terms as hypotheses. Alternative explanations of each hypothesis were developed and tested (where possible) with other data about the site,

either from the appropriate chart presented with that part of the analysis or from the evaluators' background notes on the site. Where tenable explanations from the data were found, the pattern of findings was stated in general terms as propositions. Through the case-by-case comparisons, the propositions are fine-tuned, modified, qualified, and explicated.

These final propositions stand somewhere between initial hypotheses and "proven" conclusions. That is, they have been tested in two stages (in most cases):

(1) they were raised as hypotheses in the preliminary analysis of the first round of data collection;

(2) further information on them was collected in round two, and they were raised again against this broader and sounder information base.

Thus, they are grounded in a sound empirical base and on an examination of possible alternative explanations about them. They have not, however, been tested as precisely measured variables in a rigorously designed experiment (and, of course, never will be, given the complexity of the phenomena). As a result, the final propositions of the study can also stand for further testing in other contexts.

B. Context Characteristics

1. Program Type

A summary of the type of program offered in each TAP as well as the primary areas in which the clients are trained and/or placed is presented in Figure III. (The definition of each program type is presented in Appendix B.) The findings result in the PROPOSITION that on-the-job training and employment service programs have substantially higher outcomes than vocational training programs. Note that three OJT and two employment service programs are among the six programs in the HI outcome category. The MEDium category includes quite a mix of types, and the LO category has fully eight vocational training programs out of the nine.

Such a finding makes eminent sense, at least in the short term. Employment service and OJT clients are supposed to be more job ready than vocational training clients. Also, employment service programs have as their major activity direct placement of clients or teaching clients to develop job-search skills and then use them. OJT programs essentially get clients jobs, although their initial time in the paid position is a trial and training period. This, under normal circumstances, would lead to a high likelihood of continued employment once the training period is over. In sum, these two types of programs get refugees directly and quickly into jobs, and thus placement rates would be relatively high.

Vocational training programs, on the other hand, have placement in jobs as an ultimate goal, but their major focus for a substantial period of time is to train clients in a classroom setting in a skill area which they presume will lead to a job in an as yet unidentified workplace. When the longer term is considered, it can be argued that vocational training

FIGURE III. PROGRAM TYPE AND EMPLOYMENT AREAS SUMMARY

Placements	Project	Program Type	Primary Skill/Industry Areas
HI	HURON	OJT, VESL	wide variety
	MEAD	OJT, VESL	packaging: magnetic tape, medical equipment
	GULF	OJT, VESL	power sewing
	OWEN	ES, VESL	wide variety
	CAPE	ES, WO, ESL	wide variety
	CEDAR	VT, VESL	janitorial
MEDium	CLEAR	OJT, VESL	
	GREEN	ES	wide variety
	GRAY	ES	wide variety
	GRANBY	VT, ES, OJT, WO, VESL	wide variety
	PEND	VT, ES, VESL	hotel industry
	GRAND	VT, VESL	power sewing
	STORM	VT (through experience), VESL	landscaping, gardening, building maintenance
LO	PONT	ES, VESL	wide variety
	SID	VT, VESL	janitorial, clerical
	NORRIS	VT, VESL	computer operations
	CART	VT	data entry/word processing
	HUD	VT, VESL	electronics assembly
	FOX	VT, VESL	farming
	DEC	VT, VESL	day care
	DEER	VT, VESL	sewing, auto mechanics, clerical
	THORPE	VT	auto mechanics

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programs should lead to better job retention than would employment services, since in vocational training the clients are learning a skill, and are receiving some degree of screening. Thus they should be more satisfied in the job once they get it, their employer may be more satisfied with their performance, and they might well be in a better position for advancement than would an untrained person. This is also true for OJT clients. Given this reasoning, it might be anticipated that job retention rates should be highest for OJT programs, next highest for vocational training programs, and lowest for employment service programs.

Using the retention information from Figure I, a rough test of the foregoing hypothesis is afforded. Among the three OJT programs with retention data, their average retention rate was 63%; the comparable average for the seven vocational training programs was 63%; and for the four employment services programs it was 59%. While this suggests some support for the hypothesis, the averages are based on few cases, and the nature of the retention information warrants its cautious use, as discussed earlier. As a result, the hypothesis seems tenable, but it should be subjected to a more rigorous test in the future.

2. Cost

Cost per unit of placement is a standard issue of interest for employment service administrators in general. It is of particular interest in TAP because expectations for cost/unit are assumed to be higher than for other more mainstream employment service programs, given the language and cultural differences of refugees entering an American labor market, and given the special problems of high concentrations of refugees on public

assistance in recipient localities. The issue of cost also takes on added importance in TAP because of the judgment of many administrators that unit cost is a part of the very quality of the outcomes of programs; that is, some might even consider a low unit cost part of the definition of quality programs. In this evaluation, unit cost is considered as part of the pool of resources which a program brings to bear on its essential outcome of job placements, the major criterion of this evaluation. Thus, unit cost is an independent variable examined in its relation to the placement outcomes.

A summary of the cost information most closely related to the outcome criterion is presented in Figure IV. There, for each of the sample programs, the cost per actual placement is shown in columns according to program type. Then the median value of the unit costs for each of the HI, MEDium, and LO categories is presented, along with special circumstances that seem important for the interpretation of the basic information in the figure. The method used in this study for the calculation of unit cost was standard for all projects as follows:

$$\frac{\text{(TAP budget) X (fraction of time into the project at data point)}}{\text{(number of placements)}}$$

It was noted in Figure III that some of the projects, especially in the MEDium category, were actually a mix of program types. For this analysis, the most predominant program type was selected by the site evaluator as the one to use. This may somewhat confound the accuracy of the measures for those projects, but it is the only reasonable estimation procedure possible given the available data.

FIGURE IV. UNIT COST (PER ACTUAL PLACEMENT) IN DOLLARS FOR PROJECTS BY PROGRAM TYPE

Placements	Program	Outcome Category Median	Program Type			Special Circumstances
			OJT	ES	VT	
	HURON		1,735			
	MEAD		980			
HI	GULF		1,081			
	OWEN	1,576		185		many well-educated and skilled E. Europeans and Mid-Easterners
	CAPE			2,071		hard-to-place clients
	CEDAR				2,229	
	CLEAR		3,680			
	GREEN			1,000		
	GRAY			789		
MEDium	GRANBY	1,000		952		
	PEND			404		
	GRAND				1,442	
	STORM					VT through Experience 6,047
	PONT			753		
	SID				3,729	
	NORRIS					NA - 0 placements
	CART				4,723	
LO	HUD	4,723			5,579	
	FOX				12,209	
	DEC				1,016	
	DEER				11,064	
	THORPE					NA - 1 placement
	Median		1,408	789	4,226	

In Figure IV, the column dealing with the median unit cost for each major outcome category shows that the MEDium category has the lowest median unit cost at $1000; the HI outcome category is about half again higher at $1576; and the LO outcome category is some three times higher still at $4723. While a general statement about that pattern is tempting, it is necessary to keep in mind that the unit cost should be higher for lower placement projects by definition. That is, in the formula above, the denominator of the fraction is lower in the low placement projects; therefore, the dividend is automatically higher, all other things being equal, than in a higher placement project. As a result, such comparisons across categories are not entirely fair. We expect that unit cost should, in general, decrease as placements increase.

Given that expectation, however, it is curious that the MEDium category projects, and not the HI category ones, have the lowest unit costs. It is also curious that the differences among the three categories should be so pronounced, especially that between the HI/MEDium and the LO. To explore these dilemmas, unit cost was examined by program type, and there some answers become apparent. First, notice that the median costs of the different types of programs differ significantly. The least expensive are employment services, which happen to predominate in the MEDium outcome category. The next more expensive are the OJT programs, which cluster in the HI outcome category. The vocational training programs are by far the most expensive per unit placement, and, as stated above, these predominate in the LO outcome category. As a result, the conclusion about the unit cost information should not be focused on its relationship to program outcomes so much as on type of program, leading to the PROPOSITION that <u>for attaining placement outcomes, it is far more expensive to do so through vocational training, relatively inexpensive to do so through OJT, and least expensive to do so through employment services</u>.

3. Unemployment Rate

To what extent is the unemployment rate in the county directly related to the placement rate of TAP providers within the county? Using unemployment figures for every three months from April 1984 through January 1985 -- a period covering the time frame of the majority of the projects' operations -- the average rates for the county of each provider are shown in Table 13. As the data indicates, the lowest placement projects are in counties with the highest unemployment rates. While those rates are higher than for the high and medium placement projects' counties, they are only slightly so. This difference is not statistically significant, as the Kruskall-Wallis statistic shows. Even independent of the lack of statistical significance of the difference, the trend from HI to MED to LO category is not linear, in that the MEDium category has the lowest average unemployment rate, the HI category a slightly higher rate, and the LO category the highest rate. This leads to the PROPOSITION that county unemployment rate is not directly related to project placement rate.

TABLE 13. COUNTY UNEMPLOYMENT RATES IN SITES BY PLACEMENT CATEGORY (April, 1984 to January, 1985 Averages)

HI Projects	Rate	MEDium Projects	Rate	LO Projects	Rate
HURON	9.0	CLEAR	6.7	PONT	8.8
MEAD	3.4	GREEN	4.9	SID	6.7
GULF	6.2	GRAY	2.8	NORRIS	8.1
OWEN	8.8	GRANBY	5.9	CART	8.1
CAPE	6.2	PEND	9.0	HUD	4.9
CEDAR	7.6	GRAND	7.4	FOX	12.7
		STORM	8.1	DEC	7.6
				DEER	8.1
				THORPE	12.7
Median =	6.9		6.7		8.8

Kruskal-Wallis Test: H=2.797 on 2df, not significant on Chi-square

*Source: U.S. Department of Labor, Employment and Unemployment Rates in State and Local Areas - Monthly Reports for dates shown above.

4. Client Characteristics

Client background has the potential to affect program outcomes in a number of ways. For example, the preliterate farmer is going to have a harder time adapting to the American market place than is a refugee with some education and prior job experience with transferable skills. Likewise, the refugee with a large family who is receiving a sizeable cash assistance check through AFDC is going to be harder to place than is the client who is single or married without children.

In order to examine the effects of client background on program outcome more systematically, the population from each of the projects in the sample was assessed according to two major variables: employability potential and welfare status. In assessing client employability potential, the following particulars were considered: English level, education, work experience, and age. Wherever possible, this data was collected from case records. Populations for each project were then ranked on a continuum from A to D as follows:

A = hardest to place: handicapped, very limited English, no prior work experience, elderly

B = limited English, elementary school education, little or no prior work experience

C = some English, high school education, little or no prior work experience

D = easiest to place: conversant in English, educated in their own country with transferable skills

The information is summarized in Figure V.

Clients from all program categories tend to cluster in the B-C range, creating the PROPOSITION that there is little or no difference between the employability potential of the clients served in the high and low-outcome categories. There is a slight tendency for the middle-range

FIGURE V: CLIENT EMPLOYABILITY POTENTIAL AND WELFARE STATUS

Placements	Project	English Level/Education Work Experience/Age Hardest A B C D Easiest	% on Welfare	Family Size	Strategy for Welfare Recipients
HI	HURON	C	100% (estimate)		
	MEAD	C	61% (9% AFDC)		
	GULF	B			
	OWEN	C			try to get all employable adults working
	CAPE	A——B	54% (17% AFDC)	Average 4-5	
	CEDAR	B	61% (32% AFDC)	50% < 4 50% > 4	alternative means of replacing welfare services
MEDium	CLEAR	B——C	38% (15% AFDC)		try to get all employable adults working
	GREEN	B——C	33% (26% AFDC)	Small	
	GRAY	B——C——D	98%		counseling
	GRANBY A.	B	100% (estimate)	50% < 4 50% > 4	counseling
	B.	B		85% < 4 15% > 4	
	PEND	A	100% (estimate)	Most single	
	GRAND	B	60% (58% AFDC)	41% < 4 56% > 4	geared for secondary wage earners
	STORM	B	68% (53% AFDC)	Small	entrepreneurial
LO	PONT	B			
	SID	B——C	59% (38% AFDC)		role models
	NORRIS	C——D	75% (estimate)		
	CART	C	73%	Small	
	HUD	C	95% (40% AFDC)	54% single	training for high starting wage
	FOX	B D	77% (73% AFDC)	Average 6-8	
	DEC	B	33% (45% AFDC)	55% < 4 52% > 4	geared for secondary wage earner
	DEER	C	73% (45% AFDC)	45% < 4 52% > 4	try to get all employable adults working
	THORPE	B	97% (97% AFDC)	Average 5-9	

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projects to serve the harder-to-place clients since relatively more of its client groups are classified as B. What is surprising about this finding is that one might expect the higher-outcome projects to be serving the easier-to-place clients simply because of program type. More of the projects in the upper range are Employment Services and OJT programs, which are designed for clients who have better English skills, more work experience, and perhaps more education. It would seem likely that the vocational programs, clustered at the lower range, would serve those clients who are not as job-ready, who are less competent in English and have less work experience and education.

In assessing the welfare status of client populations, besides the percentage of the population receiving public aid, the type of assistance and the family size were also considered. This data appears in Figure V for the projects where it is available.

Some of the data are missing for the percentage of welfare recipients and family size, and for some projects the figures are based upon estimates. Nonetheless, there is substantial data leading to the PROPOSITION that higher-outcome projects tend to serve populations with a smaller number of AFDC clients with large families. The median values for the percentage of AFDC recipients served (estimates were not considered because they are too unreliable) for the HI, MEDium, and LO-outcome categories are 17%, 40% and 43%, respectively.

The difference between the MEDium and LO-outcome categories becomes larger when the information on family size is considered. The two projects in the LO-outcome category with the highest percentage of AFDC clients are also the two projects with the largest family size reported. Based upon the data available, LO-outcome projects unquestionably face the greatest challenge in finding jobs for their clients where salaries can compete with welfare allotments. Nevertheless, these clients are the ones most in need of placements, and are an audience TAP is expected to benefit most.

Projects that serve welfare recipients were then examined to ascertain the kind of strategies that they use to encourage welfare clients to accept jobs. These strategies, which are summarily described below, might be particularly crucial in cases where welfare allotments both exceed the amount that the client will earn on an entry-level job and provide much needed medical assistance. Four of the projects (OWEN - HI, CLEAR - MEDium, HUD and DEER - LO) try to get all of the employable adults in the family working. In addition, one of the aforementioned projects (HUD) has designed a 9-month training program that is followed by a 3-month OJT experience, which enables AFDC clients to enter the job market with a fairly sophisticated skill level, resulting in a better-than-average starting wage and a brighter future. Many husband-wife teams were enrolled in this training.

In one project (CEDAR - HI), the staff assist the clients by helping them to examine sources for what the welfare department has provided. For example, a client who fears losing his medical benefits under AFDC can learn about health clinics in the city with fees that are within his financial ability. To date, only one person has refused to take a job and chosen to remain on aid instead.

Three projects (GRAY and GRANBY - MED; SID - LO) use a counseling approach whereby clients are urged to look at the future. One of the aforementioned (SID) employs several MAA leaders, all of whom are strongly opposed to allowing clients to form a dependency on the welfare system. These role models can be persuasive in their counseling not only because of the strength of their convictions, but also because of their respected status within the respective refugee communities.

Two projects (GRAND - MEDium and DEC - LO) are geared to serve women, who are usually not the primary wage-earners, and whose employment status per se will not affect the welfare allotment.

Finally, one project (STORM - MEDium) utilized an entrepreneurial approach where clients who complete training are assisted in getting business licenses and are encouraged to start their own gardening, maintenance, or janitorial services.

5. County Organization

The main question concerning county/state organization is the extent to which the county organization of refugee services makes a difference in the effectiveness of TAPs within it. The information obtained on the 13 sample counties supports the PROPOSITION that the complexity of the county organization of refugee services makes no difference in the placement outcomes of inclusive TAP providers.

The nature of the complexity concept used for the information collection and analysis involved three major features for each county: the number of levels of authority and/or advisory bodies available to providers; the number of TAPs; and the extent of cooperative and/or subcontracted TAPs. Each of these features will be illustrated through the description of prototypical models of county organizational complexity, one each to represent a simple, moderately complex, and complex type. These descriptions are of actual sites in the sample. Where there are variations within a given level of complexity not represented in the prototype described, these varations are noted.

There were seven counties which were considered to have a simple county organization. That is, the levels of authority and numbers of advisory groups were minimal. Essentially, the state office of refugee services awarded TAP money to the county office of refugee or social or employment

services, which in turn contracted to the local providers. Each provider operated independently (though they might cooperate informally, but not contractually). There was one county-wide advisory group composed of representatives of the various refugee service providers (volags, refugee groups, government, employers, and sometimes others) which served a coordination or information-sharing role, sometimes also rating TAP proposals. The number of TAP providers in such counties ranged from two to eleven, and some of them subcontracted to still other providers with TAP money.

Three counties were judged to be moderately complex. The prototypical one passes its funds from the state office of refugee affairs to the county level Private Industry Council (PIC). The PIC provides, among its other services, a TAP Coordinator, who must work together with the other refugee service providers (in this case from social services) in the county to do the TAP planning, needs assessment, and coordination of services. The state, however, does the contracting directly to the providers. Thus, the providers have "two masters." A slight variation on this model exists in another state, in which the county level PIC is replaced by a Tri-County Consortium, to coordinate the services across the three counties. One further wrinkle in this case is that the Consortium host agency also has a TAP contract for the direct provision of services, namely employment services and VESL. The range of providers in these counties is from eight to sixteen, and no local TAP recipients are known to subcontract to others or to have contractual relationships among themselves, except for the Consortium host case above.

The complex county organization category contains two counties. One of the two involves the state refugee services agency contracting to a private organization to administer TAP in two contiguous counties. This private agency subcontracts directly to nine local provider agencies for five TAP projects. That is, multiple agencies are contractually tied together for the provision of TAP services under single projects. Furthermore, some of the TAPs are funded for a specific service, such as Vocational Training and VESL, offered to the clients of contractually specified TAPs. There are also in this "county," advisory groups at a few different levels. One advisory group covers all refugee service provision across the two counties and is very broadly representative of not only service providers and clients but also other agencies tangentially involved in the services, such as the Mayor's office. Another advisory group affecting the TAPs is the TAP Advisory Group, this one parallel to the former but focused on TAP. Finally, there are specialty subgroups within the first-mentioned general advisory group which meet regularly to coordinate activities within their specialty areas of employment services, MAAs, volags, etc.

The second example in the complex group administers TAP from the state refugee services office, through the county social services agency, directly to providers. In this case, however, the county agency works directly with four other county agencies to administer TAP. They contract to 29 providers, among whom at least one subcontracts to seven MAAs.

The idea that the complexity of county organization does not distinguish among the HI, MEDium, and LO placement categories is first of all largely a matter of methodology. That is, projects were placed into HI, MEDium, and LO outcome categories at the provider level. So any statement about the county organization must be applied to all constituent

providers in the analysis. Yet, the constituent providers from a given county are often split among two of the outcome categories. Thus, a provider from the high and one from the low outcome category, both in the same county, will have the same county organizational characteristics ascribed to them. This dependence across categories makes distinguishing patterns between the HI and LO impossible. In fact, for five of the counties, projects are split across outcome categories.

The other issue involved in this county organization factor is that its complexity should not in itself affect placement rates or their quality. It is rather the demands that complex organizations are assumed to make in terms of administrative burdens that would more reasonably affect program outcomes by taking time and energy away from client services. Sound management in a complex county organization, however, could well maintain a low level of administrative burden on service providers. This kind of evidence on the administrative burden is not systematically available for this study, although reports of undue paperwork and reporting burdens seem more predominant in the more complex counties.

C. Provider Planning Procedures

Planning procedures were examined at the provider level according to two aspects: groups involved and factors considered. A summary of the findings is presented in Figure VI.

1. Groups Involved

Concerning the groups involved, providers were asked to describe the extent of the participation by the Private Industry Council (PIC) or Chamber of Commerce (CC), local employers, and members of the refugee community. The first three columns in Figure VII indicate whether or not

FIGURE VI: SUMMARY OF PROVIDER PLANNING FEATURES

Placements	Project	Groups Involved			Factors Considered		
		PIC/CC	Employers	Refugees	Market Analysis	Market Prognosis	Fit to Client
HI	HURON	N	Somewhat (for VESL)	Limited	N		Good
	MEAD	Y (Active leadership)	Y (Planning; commit to hire)	Y (Active leadership)	NA	hi tech; growing placement here	Good
	GULF	N	Y (Commit to hire)	Y (Advisory Group)	Y	sewing; stable contracts	Good
	OWEN	Y (Advisory Group)	Y (Advisory Group)	Y (Advisory Group; staff)	N	seasonal; layoffs	NA
	CAPE	N	N	Y (Staff)	Y	layoffs	NA
	CEDAR	N	Y (Advisory Panel)	Y (Consult MAA leaders)	N		Good
MEDium	CLEAR	?	?	?	N		Good
	GREEN	N	Y (Surveyed)	Y (Staff; Board)	N		NA
	GRAY	Y (Advisory Council)	Y (Advisory Council)	Y (Advisory Council)	Y	stable placement base	Good (VESL) Fair (Job Club)
	GRANBY	Y (Advisory Committee)	Y (Advisory Committee)	Y (Advisory Committee; surveyed)	N	seasonal; layoffs	Good
	PEND	N	Somewhat	Limited	N	layoffs	NA
	GRAND	Y (Advisory Group)	Y (Coordinator contacts)	Y (Consults leaders; survey)	Y		Fair
	STORM	N	Y (Advisory Council)	Y (Advisory Council; staff)	N		Good
LO	PONT	Y (Advisory Group)	Y (Advisory Group)	Y (Advisory Group; staff)	N	some seasonal	NA
	SID	Y (Advisory Board)	Y (Project Employer Board)	N	N		Good (Janitor) Poor (Clerical)
	NORRIS	?	?	Y (Staff)	N		Varies
	CART	N	Y (TAP is employer)	N	N		Varies
	HUD	Y (Staff)	Y (Advisory Committee)	N	Y	sporadic contract base	Good
	FOX	Y (Advisory Group)	Y (Advisory Group)	Y (Staff)	Y	1/2 are seasonal	Poor
	DEC	N	Y (Commit to hire)	Y (Board of Directors)	N		Fair
	DEER	N	N	Y (Staff; surveyed)	N		Good
	THORPE	N	N	Y (Staff)	N		Fair

NOTES: blank = have no information

? = insufficient information for a confident judgment

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the group was substantially involved in the planning. Where there was substantial involvement, the nature of that involvement is described in the adjacent parentheses.

In many cases, the involvement of the PIC/CC and the employers occurred during the planning process for the counties, where the TAP provider was also a participant. That is, members of the PIC, employers, and agency staff who were subsequently awarded TAP contracts were all a part of the county's advisory panel or committee. Particularly in the smaller counties, the planning procedures at the county level were likely to impact the planning procedures conducted by the providers. In this sense, the involvement of the respective groups at the county level "counted" as involvement at the provider level, wherever the TAP provider could reasonably make use of the information and the contacts that had been provided. In other cases, the provider involved employers in the planning by setting up its own advisory group or by utilizing one already in existence within the agency. In a few other instances, although a formal advisory group was not established, TAP provider staff solicited input from individual members of the business community.

Similarly, refugee involvement in the planning at the provider level is often through the medium of the advisory groups at the county level, where refugees who were part of the county planning group are also involved in the planning for the provider. Sometimes the provider was staffed by refugees who took part in the planning of the TAP. In other cases, special efforts were made to include refugee input in the planning at the provider level, such as in the case of CEDAR, where staff held meetings with local MAA leaders.

As the information on the involvement of the three groups is examined across the outcome categories, very little difference is apparent. About half of each of the HI, MEDium, and LO projects had PIC/CC involvement through an advisory group. In two other projects, MEAD and HUD, PIC involvement was different. In MEAD, the PIC chairman was an active leader of the planning group. HUD had a PIC staff member as part of its own staff. It should be noted that these two cases are split between the HI and LO outcome categories. Thus the PROPOSITION is made that Private Industry Council (PIC) or Chamber of Commerce (CC) involvement in the planning process at the provider level makes no difference in placement outcomes.

It makes sense, however, that having potential employers from private business and industry take part in the planning could be at least as effective as that of the PIC or CC in establishing a sound employment base. Thus, direct employer involvement is examined in the second data column. There, fully 17 of the 22 projects had employer participation. For two, information was not available (the staff involved in the planning process had left). The remaining three which did not have employer involvement, are split between the HI and LO groups. Two of the projects, GULF and DEC, had employers go to the extent of establishing commitments to hire during the planning process. But again, this occurred in too few cases, and in both the HI and LO groups, to make an apparent difference. As a result of such little variation, it is impossible to propose even a pattern that an employer role in planning does not make a difference -- it is simply not known at this point.

Likewise, in assessing the relationship between refugee involvement in the provider planning process and outcome, there is insufficient variation

to note differences. One project in each of the HI and MEDium categories had limited input from refugees, and three of the nine in the LO category had none.

2. Factors Considered

The other aspect that was examined at the provider level regarding the planning of the TAP was that of the factors considered. One of these factors was whether or not the project made any use of a formal market analysis in order to determine the job outlook for the occupations for which they are providing the services (Market Analysis in Figure VI).

An examination of this information indicates that there is little, if any, difference among the three outcome categories. Concerning the use of formal market analysis information, such as local labor statistics and employment and job projections and needs, only two of the HI, MEDium, and LO projects used them in ways that could be clearly demonstrated to the evaluators. Others indicated that the planners were generally aware of labor market analyses for their immediate regions, and this awareness undoubtedly influenced the plans made, but they could not articulate any specific uses of this information for planning. As a result, they were not "counted" on this item. The fact that so few projects utilized a formal market analysis precludes a proposition relating its use to outcome.

Information is also presented here regarding a "market prognosis"; that is, specific local market factors which relate to placements. Where no information appears under that column heading in Figure VI, either the staff was very vague in their comments on the topic and answers to questions or in fact there was nothing apparently distinctive about the local market situation.

Before examining any trends or patterns in this data, some discussion of the meaning of each of the recurrent cell entries is helpful. The phrases "growing" or "stable placement base" are reflective of the following types of cases. In one, MEAD, most of the refugees are placed in packaging jobs in magnetic tape and medical equipment companies. Those industries are continuing to grow in this locale, and in fact are impacting the further development of hotels and banks, both of which are involved in actively hiring refugees. Thus, the prospects for continued employment for this TAP's clients are very positive. In the case of the LO outcome project CART's "sporadic placement base," the data entry contracts on which the refugees work are short-term and business reportedly fluctuates. As a result, several will be employed for short periods of time only. Since that project uses a 90-day definition of placements, its retention rate is shown as 100%. But, in fact, these clients' continued self-sufficiency is not as stable because of the need to change employers at the end of the contract.

Where "layoffs" are noted, this means that the primary industry(ies) in this location which employ project refugees has recently been or will soon be laying off workers. These layoffs may include the refugees themselves or may include mainly Americans, which in turn reduces the possibility of refugees being employed there in the future. Two primary examples include one port city in which a number of TAP clients worked as welders on a large ship overhaul project. When the work was finished, all of the welders were left without jobs. Other layoffs occurred in areas where computer parts manufacturing is a major placement avenue. With the downturn of the computer market the last six months, the refugee electronics assemblers lost jobs in large numbers.

Finally, seasonal jobs such as hotels and restaurants in tourist areas, landscaping, and farming, are always poor prospects for the long-term. Placing many clients in these jobs, however, does provide good placement rates, and may in fact be beneficial in terms of obtaining some work experience and welfare reduction for the otherwise unemployed client.

Because market prognosis was a variable that was used to assess the quality of placements, that is, it was a factor considered in the initial sorting of projects into HI, MEDium, and LO outcome categories, it could not be also used as a variable to relate to outcome. It was part of the outcome definition. It is included here in the discussion of planning process primarily to ascertain whether or not there was a relationship between the choice of occupation upon which services center, market prognosis, and the use of a formal market analysis. For example, did projects which focused their efforts upon a particular occupation with a good market prognosis do so in conjunction with a market analysis? Likewise, did projects which focused their efforts upon occupations with poor market prognosis fail to utilize a market analysis in their planning? The information that was reported on market prognosis is too incomplete to support a relationship between the use of a market analysis and ensuing choice of occupations upon which to center TAP services. There is only information available for ten of the twenty-two projects, and the reliability of this information could be questioned. It is noteworthy, however, that in eight of the ten cases, the market prognosis is consistent with whether or not the project utilized a market analysis. That is, with only two exceptions, projects which utilized a market analysis selected occupations with a positive market prognosis. None of the projects with a negative market prognosis made use of a formal market analysis. Thus, it would seem that such a trend would warrant further investigation.

The third factor under consideration involves the "fit" of program characteristics to client need -- that is, did planners design a program in which it was feasible for the refugee to become adequately proficient in the skill, in the amount of time allotted, with the resources that were available?

Programs are considered to have a good fit to the client needs if they appear to have carefully considered the appropriate background of the clients and designed the program accordingly; for example, if they have tied in VESL directly with the vocational training program so as to support the understanding and use of new English terms as they are used in, say, the auto mechanics class. Poor fit is best illustrated by programs in which clients are enrolled in vocational skills without the requisite English language skills to master the training, or in which the training period is considered by some observers to be too short to develop the trainees' confidence in applying the skill on the job, or in which a job club curriculum geared to uneducated agrarian refugees is applied to teach more urban, educated professional groups. This feature shows systematic variation, giving rise to the PROPOSITION that the better the "fit" of services to particular refugee client background and ability characteristics, the higher the placement outcomes.

D. Organization

1. Comprehensiveness of Provider Services

The issue of comprehensive services was initially instigated by questions about whether TAP services would be more effectively delivered by a comprehensive or single service configuration. TAP is employment-focused, and many TAPs provide a single or primary service such as employability assessment, work orientation, vocational training, OJT, job development and placement, job workshops/ clubs, or VESL (this often in

combination with vocational or OJT). Other TAPs, either in themselves or through their host agencies, provide TAP clients with a very broad range of services, including a cluster of the foregoing employment-related ones plus such others as personal counseling, adjustment, case management, transportation, child care.

Proponents of comprehensive services hold that such service configurations are necessary to motivate many refugees to seek and accept jobs, to persist in job search or paid employment in the face of other concurrent difficulties of cultural and economic adjustment, and to move off or stay off public assistance. Many practical circumstances that cause refugees to avoid serious job search or to quit jobs include transportation and child care problems, inappropriate skill or interest matches with their jobs, unrealistic expectations developed prior to U.S. entry, fear of getting around in an urban environment after coming from a rural village background, marital and familial tensions resulting from role differences in the new culture, and others, which can be addressed through comprehensive services. The long-term benefits are considered to be greater chances of job retention and reduced incidences of personal and social problems which would then inhibit self-sufficiency.

At the other end of the continuum is the assumption that with limited resources, TAP should just concentrate on getting refugees into the work force as soon as possible. Then they will cope as necessary and attain self-sufficiency sooner. The way to get as many refugees into the work force as quickly as possible is to wisely choose targeted employment markets well-matched to clients' potential and give them highly focused training or opportunities to enter those markets.

In order to study this issue, three features of TAP services were analyzed from the site field notes: direct TAP services at the agency, other refugee services available in the same agency, and clients' easy accessibility to outside services in the locale. A summary of these features in each project is shown in Figure VII.

The first data column of the figure lists the specific services offered by the TAP studied. In some cases, the agency had more than one TAP grant, but those programs are not listed in this column (they are covered in the next one). The second column reflects the other services within the same agency, both TAP and non-TAP, to which the clients have access. The comprehensiveness rating, which appears in the third column, is derived from a consideration of the first two columns combined; that is, overall comprehensiveness of the agency, rather than the specific TAP under investigation, determines the rating. Were the analysis to end here, the proposition could be presented that the comprehensiveness of any agency is not related to outcome, as the mean values for HI, MEDium, and LO categories are 2.8, 3.1, and 2.7 respectively, indicating little difference among them.

There is, however, another aspect which must be considered when evaluating the diversity of services available to clients who attend a particular agency, and that is the ease to which they have access to outside services. A narrow range of services within an agency, for example, might be well compensated for by having a diversity of services easily available outside the agency. The projects vary widely on the availability or use of such services as is shown in the final column of Figure VII, "Outside Services to Which Client Has Easy Access." Some projects, such as MEAD, provide clients with considerable access to outside

FIGURE VII: SUMMARY OF SERVICES INFORMATION BY PROJECT

Placements	Project	TAP Services	Other Agency Refugee Services	Comprehensiveness Rating (5 = Most Comprehensive 1 = Least Comprehensive)	Outside Services to Which Client Has Easy Access
HI	HURON	OJT, VESL	VT, ESL, Child Care, Health Screening, Counseling	3	
	MEAD	OJT, VESL	None	1	Case Management, ESL, Vocational Counseling, Adjustment
	GULF	OJT, VESL	None	1	Resettlement Agencies
	OWEN	Job Club/Workshops, Job Development	Resettlement, Case Management, Transportation, Personal Counseling, Housing	5	Health Screening, Day Care, VT, ESL, OJT, Employment Counseling
	CAPE	Work Orientation, Job Development, ESL	Counseling, Crisis Intervention, Community Education, Advocacy, Interpretation	4	Vocational Rehabilitation, Job Service
	CEDAR	VT, VESL	MH, Food/Clothing Bank, Elderly Programs	3	
MEDium	CLEAR	OJT, VESL	Placement, ESL, Job Acculturation class, Counseling/Social Services	3	
	GREEN	Placement	Translation/Interpretation VT, OJT	1	MH, Rehabilitation, City Services
	GRAY	Job Clubs, Job Development	Case Management	3	VESL, VT, Child Care, Emergency Shelter
	GRANBY A.	OJT, Job Development, VESL, Job Readiness	ESL, Interpretation, MH Health Screening, Social Services, Child Care	5	VT
	B.	OJT, VT, VESL, Job Development	ESL, Interpretation, MH, Health Screening, Social Services, Child Care, Driver Training	5	VT
	PEND	VT, VESL, Placements	Adult Literacy, Travelers' Aid, Emergency Shelter	2	
	GRAND	VT, Coops, VESL	Counseling, Health Screening, Resettlement, ESL, Job Placement	5	
	STORM	VT through Experience		1	
LO	PONT	Job Club/Workshops, Placement, Counseling, OJT, Trial Employment	Social/Personal Counseling, Driver Training, Child Care, Housing, Adjustment	5	Work English classes, VT
	SID	VT, VESL	OJT, Placement, ESL	3	Referrals to MH Agency
	NORRIS	VT, ESL, Job Prep Class	Alumni Association Services, affiliated private company that hires clients	2	Counseling
	CART	VT	Affiliated private company that hires clients	1	
	HUD	VT, VESL, Job Prep Class	Counseling	2	Classes, Loans and Tutoring through Community College
	FOX	VT, VESL	Interpretation, Counseling, Adjustment Services	3	
	DEC	VT, VESL	Counseling, Legal Aid Advocacy, Housing, ESL	4	
	DEER	VT, VESL	Community Center	1	
	THORPE	VT	Resettlement, Health Assessment, Economic Development, MH, Crisis Intervention	3	

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services, complementing their otherwise narrow services. Others, which are quite comprehensive to begin with, like OWEN, have easy access to a still wider range of services. Several comprehensive service agencies (CAPE, GRANBY A & B, PONT) regularly refer clients to specialized, narrow services outside. Still others begin narrow and provide little or no outside access.

When both internal and external services are considered together in assessing the comprehensiveness of an agency, a pattern emerges that relates comprehensiveness to outcome. For the projects in the HI category, all are either comprehensive to start with, or become so when external services available to their clients are considered. This is less true for the projects in the MEDium range, where two of the projects are fairly narrow, even when outside services are considered. In the LO range, taking into account both internal and external services available to clients, the projects are clearly the least comprehensive. This analysis leads to the PROPOSITION that the ease and regularity of client access to a broad array of internal and/or external services is directly related to outcomes.

2. Cooperation/Coordination

This issue involves the extent to which TAP service providers work together in a local area, usually the county. It was hypothesized that the degree of cooperation among TAPs would impact the quality of service delivery in three respects. First, more appropriate enrollments, and subsequently, placements and retentions should result when providers are knowledgeable about the kinds of services that are available in the local area and are able to make appropriate referrals. Second, working together

with others in similar situations can stimulate better ideas about program service delivery, from entire programmatic direction to small tips and lessons learned from others with different experiences in carrying out the service. Third, social service staff are notoriously subject to "burnout", a condition which impairs the effectiveness with which they function. Working together with others is one way of reducing the possibility of burnout or its effects, which can be expected to translate into higher project outcomes.

Several indicators of interagency cooperation/coordination were devised from the field data to analyze this factor. They are grouped into two major categories: communication and tasks. A summary of the indicators is shown in Figures VIIIA and B. Figure VIIIA, communication, addressed these questions: Do TAP staffs meet together as a group? If so, how often do they meet and what do they discuss? Who provides the leadership for these meetings?

One example of extensive communication is a county where the TAP coordinator has taken a strong, active leadership role among all providers and has placed interproject cooperation and coordination foremost in operational priorities. During the planning process, this person assembled an advisory group representative of all refugee service agencies, key refugee groups, and welfare and employment offices. This group continues to meet formally at least monthly, and more frequently in response to immediate needs. Additionally, ad hoc committees meet in the interim to work on specific tasks such as recruitment efforts, ESL scheduling, and information dissemination. Staff members from agencies confirmed this

FIGURE VIIIA: SUMMARY OF INTERAGENCY COOPERATION/COORDINATION FEATURES: COMMUNICATION

Placements	Project	Inter-TAP Meetings	Structure	Content	Leadership Source
HI	HURON	NA (1 TAP)	N/A	N/A	N/A
	MEAD	Y	TAP Coordinator - monthly	administration; reporting	PIC Chair, City E & T Director
	GULF	Y	County Advisory Panel - monthly	problem-solving; client-centered; general sharing	County Coordinator
	OWEN	Y	Provider's Consortium - monthly Job Developers - monthly	service issues, coordination; share "tips"	State; County - level director
	CAPE	Y	County Advisory Panel - monthly	problem-solving; general sharing client-centered	County Coordinator
	CEDAR	Y	Refugee Planning Com. - monthly TAP Coordinator - quarterly	training problems and recommendations; policy & operations	PIC Administrator
MEDium	CLEAR	Y	TAP Contractors - monthly - but project staff don't attend	reporting requirements	Assistant County Coordinator
	GREEN	N	N/A	N/A	N/A
	GRAY	Y	3 formal TAP Contractors meetings; informal with individual contractors	share, coordinate	State
	GRANBY	Y	TAPs - monthly	problem-solving, coordination, info sharing, reporting	State
	PEND	N	N/A	N/A	N/A
	GRAND	Y	TAP Contractors - bi-monthly		County Coordinator
	STORM	Y	TAP Contractors - 1 or 2/month	reporting requirements; share problems	County Coordinator
LO	PONT	Y	Job Developer - monthly Providers Consortium - monthly	share "tips"; refugee service issues, coordination	State; County - level director
	SID	Y	TAP Contractors - monthly	process invoices; get general info; not well-attended	Assistant County Coordinator
	NORRIS	Y/N	regular county meetings, but TAP coordinator did not attend		County Coordinator
	CART	Y	TAP Contractors	policy, operations, paperwork explanations	County Coordinator
	HUD	N	N/A	N/A	N/A
	FOX	Y	Coordinators; Skill Conference; Ref. Forum	reporting process; invoice; employment strategies	Assistant County Coordinator
	DEC	Y	PIC (monthly); MIS Training; "Topical Interest Series"	management information systems, job development, burnout	PIC Chairperson
	DEER	Y	TAP Coordinators	reporting process; info from county	County Coordinator
	THORPE	Y/N	County Providers - 1 meeting	reporting and administrative instructions	Assistant County Coordinator

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emphasis on cooperation, reporting that although they met often, they felt that their meetings were well worth the time because everyone was thus well-informed of relevant information and able to address problems at early stages.

At the other end of the scale was a county where the TAP coordinator never met with providers as a group, thus eliminating the opportunity for TAP contractors to meet with each other for the purpose of problem-solving or to offer suggestions or mutual support. In another case, where several TAP contracts were awarded to agencies that were a part of a larger organization, the director of the larger organization was a participant in the county TAP meetings, but the coordinators of the respective sub-agencies were not always in attendance. Thus, information did not always filter down to the individual sites, and the staff of these sites missed out on the opportunity to communicate with the other contractors.

Between these extremes lie examples where regularly scheduled meetings were held for TAP contractors in the locale, but the content of these meetings was primarily the passing on of administrative information (such as instructions about how to fill out reporting forms or billing statements) from the county people to the providers. In these cases, the intent of the meetings was to provide an efficient means to pass on instructions rather than an opportunity for interagency sharing on substantive service issues.

An examination of the data presented in Figure VIIIA reveals that all of the HI outcome projects with more than one TAP in the county have regular meetings, all but one of which deal with fairly substantial content. In the MEDium range, fewer of the projects have regular interagency meetings. Of the projects in the LO range, most have meetings,

but not necessarily on a regular basis. Reporting requirements and administrative matters were the predominant content of the meetings. Thus, the PROPOSITION that regular, structured forums for inter-TAP staff communication on substantial matters is related to effectiveness of services.

The leadership for these meetings is provided by TAP County Coordinators, Assistant County Coordinators, PIC Chairpersons, or state refugee administrators, following no particular pattern across the outcome categories, resulting in the PROPOSITION that the source of leadership for inter-TAP communication makes no difference in outcomes.

The second major category used to assess interagency cooperation/ coordination involved an assessment of the extent to which TAPs provide services together and refer clients to each other. A summary of this data appears in Figure VIIIB, according to these two indicators:

- cross agency services in which this TAP has a formal complementary relationship with another to serve mutual clients,
- refers clients to other TAPs as needed outside of a formal contractual relationship, for additional services to what the original agency offers.

In contrast to the meetings analysis above, the indicators here are generally independent of each other. That is, two TAPs can provide a joint service, such as vocational training, to a common core of clients with each TAP offering a different training field, or one offering the vocational training and the other VESL. That can occur, however, with or without the practice of referring clients to other TAPs, the second indicator in the figure. An example of the referral indicator is a situation where a TAP

FIGURE VIIIB: SUMMARY OF INTERAGENCY COOPERATION/COORDINATION FEATURES: TASKS

Placements	Project	Cross-Agency Services	Refer Clients To Other TAPS
HI	HURON	N	N
	MEAD	Y	N
	GULF	N	N
	OWEN	Y (Volags)	Y (VT, ESL, OJT)
	CAPE	Y (job service)	Y (voc. rehab.)
	CEDAR	N (except for ESL)	Y
MEDium	CLEAR	Y - 3 agency consortium	N (other than consortium)
	GREEN	N	Y
	GRAY	Y	Y (VESL, VT, Child Care)
	GRANBY	Y	Y (ESL)
	PEND	N	N
	GRAND	Y	N
	STORM	N	Y (if client wants new skill training)
LO	PONT	Y (4 agencies combined for this TAP)	Y (VT to 2 other agencies)
	SID	N	N
	NORRIS	N	N
	CART	N	N
	HUD	N	N
	FOX	N	N
	DEC	N	N
	DEER	Y - among MAA coalition	N
	THORPE	N	N

provides rather comprehensive services such as intake, counseling, ESL, work orientation, and job development and placement, but refers clients to another TAP for an OJT program in sewing, or to another for a more specialized and extensive employability assessment. In examining the cross-agency services indicator, it is noted that a linear pattern develops, whereby six of the HI outcome projects offer such services, four of the MEDium projects do, and only two of the LO projects do. This same pattern is true for the other indicator presented in Figure VIIIB, depicting the projects that refer clients to other TAPs. This pattern leads to the PROPOSITION that TAPs which work together in providing cross-agency services or in making appropriate referrals across their networks are associated with higher placement outcomes.

3. Case Management

The term "case management" is commonly defined in two very different ways. One definition refers to the overall monitoring of a client's receipt of social services and usually includes assessments, referrals, monitoring of progress, and record-keeping. For the TAPs, this function is typically performed by the resettlement agencies, social service agencies, private agencies, or the TAP itself. The other definition commonly refers specifically to the management of welfare allotments. The difference in usage serves as a caution to those who would discuss case management in refugee services without defining the concept. The analysis here focuses on two major issues: to what extent does the TAP have control over client entry into the program, and to what extent and with what effect are welfare sanctions used?

Client Entry Control

It is sometimes alleged that TAPs with control over their clients' entry into the program can "cream," or select the clients with the greatest employability potential, and thus obtain higher placement rates independent of the quality of their services. It is also argued, however, that the service providers themselves know best what the prerequisites and appropriate target clients are for their services, so that if they have control over client entry they can avoid trying to serve clients for whom the services were not designed.

Trying to understand the degree of control and where it is located in relation to the TAP resulted in about as many findings as sites. Various attempts at classifying the features of control produced less satisfactory results than for other factors considered in this section. Therefore, examples of various types of client control situations are presented to illustrate the range found in the sample, but no propositions are presented.

The examples are drawn around a continuum whose two poles are a TAP which does all of its own recruitment and screening, has complete control over its clients, versus one which gets all of its clients from some outside agency with little or no say in the matter. Neither extreme actually was found in any of the sites, but those which most closely approach the extremes are treated in the discussion which follows.

GRAY conducts the full range of employment services (job clubs, counseling, development and placement) through its TAP. But it is also the county social services agency, handling the welfare and employability

assessment and screening functions of all refugees in the county. These various functions are performed by some different personnel, but some do overlap functions, and all work closely together in the same building, even meeting regularly as a staff to coordinate functions. Thus, it can be fairly said that the TAP has almost complete control over its clients, including their welfare services. Another example of a project with a significant degree of control over who it services is OWEN, which offers the same range of employment services as GRAY, and has a contract from the state to provide orientation, assessment, and service referral. It also orients the client with the welfare office and maintains a very close relationship with that office.

At the other end of the continuum is MEAD, which gets its referrals from another agency, which in turn uses the assessment and screening information from two other agencies. That is, MEAD's OJT and VESL clients are referred from a local MAA which has a contract to do recruitment, employability assessments and referrals, as well as other social services. This MAA, however, must coordinate with the welfare and employment offices in the locale to keep abreast of the client eligibility requirements for various programs. The TAP has little formal control over its clients.

As an example of some mix of the two extremes, GULF and CAPE operate under very similar circumstances. Both projects recruit and screen some of their own clients, but they also accept referrals from another TAP in the county with a separate contract to recruit, screen, and refer. The two TAPs are under a state mandate to accept at least a specified number of RCA referrals.

Use of Welfare Sanctions

The relationship between welfare eligibility workers and TAPs has the potential to affect project outcomes, particulary in projects with a large percentage of welfare recipients. For some such cases, projects have to rely upon the county to back them up in dealing with the recalcitrant client. The main thrust of the discussion which follows is the sanctioning system, whereby projects can report noncompliance in program participation and/or job placement. Faced with the threat of losing their only means of support, it is thought that clients would be unlikely to resist or avoid employment without good cause.

A summary of the data is presented in Figure IX. Only one of the projects has the power to sanction its own clients, that is, control the welfare allotment. All others, therefore, must refer non-compliant participants to a worker outside their agency. As the figure indicates, the use and effectiveness of the sanctioning process varies widely within categories, but there is no apparent difference among the categories. The process itself is not working very effectively, as judged by the results of projects that attempt to use it and the reasons given by those who do not. In only three of the 22 projects have clients been referred for sanctioning in any significant numbers. Two of these projects are in the MEDium range, and the other is in the LO. The reasons that more projects do not utilize the sanctioning system are mixed and follow no particular pattern across the same categories. In some cases, the providers don't see themselves as "enforcers" and do not want to force clients to lose their only means of support. For a number of projects, the staff report that they are not able to refer clients for sanctioning because there is no system in place, or

FIGURE IX. USE OF WELFARE SANCTIONS

Placements	Project	Refer Clients For Sanction?	If Y, Number & Results; If N, Why Not?	Threaten Sanction First?	With What Results?
HI	HURON	N	No formal structure to tie in with welfare		
	MEAD	N	No need to		
	GULF	Y	Only 3 or 4; 2 clients moved; 1 returned to project		
	OWEN	Y	Some are sanctioned; some are not	Y	75% effective
	CAPE	N	No power		
	CEDAR	N	Providers don't see themselves as "enforcers"		
MEDium	CLEAR	Y	2; 1 client took job; 1 was terminated	Y	no response
	GREEN	N	No reason to - clients take jobs		
	GRAY	Y	27 sanctioned	Y	33% effective
	GRANBY A.	Y	Some sanctioned; some not	N	
	B.	Y	49 reported; 15 sanctioned	N	
	PEND	Y	3 sanctioned	Y	many shape up
	GRAND	Y	Nobody learns results	N	
	STORM	N	Coordinator had no knowledge of such a process		
LO	PONT	Y	Project does not learn result		
	SID	Y	About 10; clients never returned to program	Once	
	NORRIS	N			
	CART	N	No reason stated		
	HUD	Y	2 or 3; provider did not learn results	N	
	FOX	N	Clients get more on aid, so don't have to take job		
	DEC	N	No structure to work through		
	DEER	N	No reason given		
	THORPE	N	Provider doesn't want to force client to lose only means of support		

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where they do, they never learn the results and are therefore not encouraged to use the system. Some staff report that there has not been a need to refer clients because those who do not report for job interviews or are not attending the program regularly have good cause. In still other cases, so few clients are sanctioned that its effects are difficult to ascertain.

When the question was raised as to whether or not project staff used threats of reporting clients for sanctioning as a motivational device to encourage cooperation, it was discovered that very few projects do. Only one project reported a significant level of effectiveness using this tactic.

4. MAAs

An analysis of MAAs has been included in the study in order to compare their effectiveness in service delivery to that of other providers, and to discuss some of the reasons for promoting them. Pertinent information is presented in Figure X. Nine of the 23 sites under investigation were MAAs. (For the purposes of the discussion here, GRANBY has been divided into two separate sites, A and B.) Only one MAA is ranked in the HI-outcome category, three are in the MEDium range, and five are considered LO-outcome projects. Therefore, the PROPOSITION is presented that MAAs have lower outcomes than non-MAAs. Four separate factors were examined in order to account for this phenomenon:

(1) whether or not an MAA operates under the sponsorship of an established organization;

(2) its years in existence, and in particular, its years providing a similar service;

FIGURE X: SUMMARY OF MAA INFORMATION BY PROJECT

Placements	Project	MAA?	If MAA, Relationship To Other Organization	Years In Existence: As An Agency	Years In Existence: Doing Similar Service	Ability To Carry Out Administrative Requirements	Resources: Human	Resources: Physical
HI	HURON	N		7	7	excellent	excellent	excellent
	MEAD	N		many	5	excellent	excellent	excellent
	GULF	N		many	0 (ESL=10)	excellent	good	good
	OWEN	N		5	1 1/2	excellent	good	good
	CAPE	Y	independent	7	6	excellent	excellent	excellent
	CEDAR	N		12	2	excellent	excellent	excellent
MEDium	CLEAR	N		11	10	good - county provides assistance	turnover a problem; some positions filled late	good
	GREEN	Y	independent	6	2	fair - inefficient at first	turnover a problem	N/A
	GRAY	N		9	3	good	excellent	excellent
	GRANBY A.	N		7	7	fair	excellent	good
	B.	Y	part of MAA coalition	2	2	fair - slow start	understaffed	adequate
	PEND	N		many	3	poor - problem tracking retentions	good	adequate
	GRAND	N		10	5	fair - problem at first caused by county	excellent	poor - lack training equipment
	STORM	Y	part of MAA coalition sponsored by Volag	new with TA	0	good	good	needed more equipment, able to borrow some
LO	PONT	Y	independent	5	0	fair	understaffed	adequate
	SID	N		17	8	good	fair - understaffed on outreach	good
	NORRIS	Y	part of MAA coalition sponsored by Volag	new with TA	0	poor - at least 21 placements could not be counted	poor - staff size reduced from 5 to 2 midyear	excellent
	CART	N		new with TA	0	good	excellent	excellent
	HUD	N		10	10	excellent	excellent	excellent
	FOX	Y	independent	4	0	good	needed full-time not part-time job developer	fair - lack some equipment
	DEC	Y	part of MAA coalition	3	1	fair	problem - job developer laid off midyear	good
	DEER	Y	part of MAA coalition sponsored by Volag	new with TA	0	fair - time invested proved costly	understaffed	lacked funds for equipment
	THORPE	N		new with TA	0	fair	poor	lacked funds for some tools

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(3) its ability to carry out the administrative requirements of the TAP contract; and,

(4) the human and physical resources to which it has access.

A summary of the findings is presented in Figure X and discussed below.

Relationship to Host Organization

It was speculated that an MAA which operates under the sponsorship of an established service provider would be more closely associated with high outcomes than one which operates independently. The main role of the sponsoring agency would be to act as the fudiciary agent to help the MAA comply with fiscal and administrative responsibilities. The sponsoring agency would also play a crucial role in securing the contract via its familiarity with proposal writing and could act as liaison to county administrators. The MAA, then, would be free to devote itself to the day-to-day running of the program. This was not the case. The MAAs operating under the sponsorship of a host agency appear in both the MEDium and the LO categories, and the independently-run MAAs appear in all three categories. Thus the PROPOSITION is raised that for MAAs, having a relationship to a host agency is not related to outcomes.

Years in Existence

It was hypothesized that the age of the organization might explain the reason that MAAs have lower placement outcomes than non-MAAs, as most of the MAAs were newly established under TAP and/or new at providing the service for which they were contracted. Agencies that have been in

operation for a while have some obvious advantages over newly established ones. For example, they have a facility, personnel, and established organizational procedures. More importantly, they have a proven "track record," having demonstrated to funding sources that they have the capacity to operate responsibly. Also, having most likely worked under federal contracts before, they have some experience with reporting requirements. The median age in years of the organizations in the high, medium, and low-outcome categories, respectively, is 9.5, 8, and 3, which suggests that, independent of MAA status, TAP organizations which are older are more effective.

An even more significant aspect of years in existence, however, is the number of years that a project has been operating the same or similar type of program at the TAP, where experience gained from prior performance may critically impact performance because of the the specialized curriculum and knowledge of service provision that has been acquired. A closer examination of the number of years performing similar services is provided in Table 14. There the median years in TAP-like services is shown for all projects, non-MAAs and MAAs, by outcome category. If age accounted for program success, one would expect to see the older projects associated with higher outcomes for both the non-MAAs and the MAAs. This is not the case. Among all projects, there is a slight pattern for those higher outcome ones to have more years' experience with similar services. Among MAAs, this same pattern is more pronounced. But, the pattern does not hold up for non-MAAs. As a result, the PROPOSITION that the years an agency has been providing the same or similar services is not related to placement outcomes for non-MAAs. For MAAs, years' experience with similar services is directly related to outcomes.

TABLE 14: MEDIAN NUMBER OF YEARS WITH TAP-LIKE SERVICES

	All Projects	Non-MAAs	MAAs
High Outcome	3.5	2.0	6.0
Medium Outcome	3.0	5.0	2.0
Low Outcome	0	4.0	0

Administrative Requirements

It was hypothesized that one reason MAAs had lower placements was that their staff experienced greater difficulties carrying out administrative requirements. As Figure X indicates, a good proportion of all the projects in the middle and low-outcome categories had some degree of problems satisfying the reporting requirements set out by TAP. Some of the forms for reporting TAP activity were confusing to even the seasoned provider. Not surprisingly, they were problematic for the less-experienced organizations. An analysis which summarizes the information in Figure X on the ability to carry out administrative requirements appears in Table 15, which reports the percentages of projects in each outcome category that experienced problems. When comparing the non-MAAs to the MAAs in this regard, there was no difference between them in the high and middle-outcome range. None of the high-outcome projects had significant problems. In fact, their ability to carry out the administrative requirements was excellent in every case. In the middle range, roughly two-thirds of the non-MAAs and MAAs experienced problems. The difference between the non-MAAs and the MAAs in the low-outcome category was significant: 25% of the non-MAAs, as compared to 80% of the MAAs had some problems.

TABLE 15. PERCENTAGE OF PROJECTS WITH PROBLEMS CARRYING OUT ADMINISTRATIVE REQUIREMENTS

Outcome Category	Non-MAAs	MAAs
HI	0%	0%
MEDium	60%	67%
LO	25%	80%

For the non-MAAs, only one of the four projects that report having some difficulty with reporting requirements was in the low-outcome category. The other three organizations seemed somehow able to compensate for this deficiency in such a way that outcomes were not severely hampered.

For the MAAs, administrative difficulties were more crippling. One project had such serious problems completing the reporting requirements that twenty-one placements were uncounted because the paperwork was not completed within the 90-day limit. A good number of the newer MAAs, in particular, underestimated the amount of time that the paperwork and reporting would take and did not plan accordingly. The kinds of problems that resulted from this were that staff coordinators were spending much more of their time compiling statistics and writing reports and were less able to do some of the activities which they felt would have led to the overall improvement in placement and retention rates. All of the MAAs in the MEDium and LO-outcome categories reported problems, with only two exceptions. In one case (MEDium range), the refugee coordinator is a lawyer with a degree in accounting who has experience in administration. The other exception (LO range) is an MAA which hired a very competent American bookkeeper. The PROPOSITION is presented that <u>for MAAs there is a direct relationship between the ability to carry out administrative requirements and outcomes.</u>

Human and Physical Resources

In order to determine whether or not the adequacy of resources, both human and physical, differed between the non-MAAs and MAAs, and in either case affected outcome, all of the projects were assessed in terms of staffing patterns and facilities. For example, staffing patterns were considered good or excellent where projects appeared to have enough staff members to take responsibility for the provision of key services in a staff-to-client ratio that seemed reasonable to the evaluator. In most cases, these staff members were funded through the TAP, but in other cases the host agency provided additional staff support as needed. In either case, human resources were certainly adequate. Staffing patterns that were problematic (rated fair to poor in Figure X) involved turnovers, layoffs, or understaffing. Problems regarding the adequacy of physical resources were most pronounced in the projects that lacked the necessary equipment to carry out training. For example, one of the sewing projects had only three machines that had to be shared by fifteen clients, greatly reducing their practice time.

The particular findings for each project are listed in Figure X. An analysis which summarizes the relevant information from the figure (last two columns) appears in Table 16. The pattern of an increasing number of projects with reportedly inadequate resources as their outcomes decrease is evident in the table, leading the the PROPOSITION that for both non-MAAs and MAAs, the adequacy of human and physical resources is directly related to outcomes, and this relationship is even more pronounced for MAAs than for non-MAAs.

TABLE 16: PERCENTAGE OF PROJECTS WITH INADEQUATE RESOURCES

	Non-MAAs		MAAs	
	Human	Physical	Human	Physical
HI	0%	0%	0%	0%
MEDium	20%	20%	66%	33%
LO	50%	25%	100%	50%

E. Service Implementation

1. Bilingual/Bicultural Staff

With only two exceptions (GULF and CART), all of the projects in the sample have hired at least some bilingual staff to work with TAP clients. Because a person's culture is integrally connected to his or her language, the rationale for this strategy goes beyond facilitating communication between staff and clients. It is hypothesized that the mere presence of a staff person who speaks the language of the client, and therefore has some understanding of that person's culture, will positively impact the client's participation in the program. In order to explore the relationship between bilingual/bicultural staff and outcome, three separate kinds of analyses were made. First, projects were examined to see whether or not the ethnicity of the coordinators, job developers, and teachers is related to outcome. Next, the significance of bilingual/bicultural staff was explored in a more general way to address the hypothesis about the mere presence of bilingual staff affecting outcome. Here, for each project the precentage of clients whose ethnic or language group is represented by a staff member was calculated. Third, the language issue per se was explored more specifically to determine whether or not the availability of bilingual staff in the classroom was related to outcome. This third aspect focuses more upon the ease of communication and less upon the commonality of culture as the prime consideration.

Ethnicity of Staff in Key Roles

The ethnicity of the coordinators, job developers, and teachers is presented in Figure XI. It may be argued that the role of coordinator can perhaps best be filled by a refugee in order to assure cultural sensitivity for the overall program design. This person generally sets the tone for the program. Having lived through the experience himself or herself, it is assumed that the refugee-coordinator has an empathy for the clients that an American cannot match. Refugees are usually more closely associated with the communities and are privy to pertinent information which outsiders are not. A majority of the projects have refugees as coordinators. Proportionately there was no difference between the HI, MEDium, and LO outcome projects, leading to the PROPOSITION that the ethnicity of the coordinator is not associated with placement outcomes.

The ethnicity of the job developer was explored to determine the relative importance of having an American serve as the liaison between the refugee community and the local job market in the job developer role. Proportionately, there was no difference in the ethnicity of the job developers in the HI, MEDium, and LO projects, leading to the PROPOSITION that the ethnicity of the job developer is not associated with placement outcomes.

Project staff expressed differing opinions as to the merits of Americans over refugees as job developers. Coordinators from two different MAAs expressed the need for Americans to be taking part in job development. One said that American employers who may be leary about hiring refugees may be even less receptive to refugee job developers making the contact. American job developers not only have the advantage of serving as a bridge

FIGURE XI: STAFF ETHNICITY

Placements	Project	Coordinator	Job Developer	Teacher
HI	HURON	Ref	Other	Am
	MEAD	Ref	X	Am
	GULF	Am	X	Am
	OWEN	Am	Am	Am & Ref
	CAPE	Other	*Ref	Ref
	CEDAR	Ref	Am, Ref, Other	Am
MEDium	CLEAR	Other	Other	Am
	GREEN	*Ref	Am, Ref, Other	N/A
	GRAY	Ref	*Ref	Am & Other
	GRANBY A.	Am	Am & Ref	Am & Ref
	B.	Ref	Am	Am
	PEND	*Ref	Other & Ref	Am
	GRAND	Am	Am & Ref	Am & Ref
	STORM	Ref	X	Am & Ref
LO	PONT	Ref	Am	Ref
	SID	Other	Other & Ref	Am & Other
	NORRIS	*Ref	X	Other
	CART	Am	Am	Am
	HUD	*Ref	Other	Am
	FOX	Ref	Ref	Am & Other
	DEC	Am	Am	Am
	DEER	Ref	X	Am & Ref
	THORPE	Ref	X	Ref

KEY: *Ref = Technically not a refugee but from that country

Other = Ethnic-American or Immigrant

X = The Project does not have this role

between the two cultures; often they have grown up or have worked for some time in the community and bring to their role valuable contacts with the business community.

One of the problems with using Americans to do the job development with refugees as placement counselors is the potential for the creation of a sort of status distinction where the refugee staff are treated as "second class" staff members, in deference to their American co-workers. At the site where this hazard was elucidated, the agency (a coalition of MAAs) replaced American job developers with refugees to counter this tendency. The other reason that this change in personnel was introduced (and ultimately, perhaps, the more important reason) was that refugees were actually making more placements than the Americans charged with the task because the refugees were utilizing contacts in their communities to which Americans did not have access. The administrator for this project felt strongly that her ethnic staff could and should learn American marketing skills, but that these skills should supplement the ones they are already bringing to the job. This person also believed that American job developers tend to limit the type of job order because of the stereotype of the refugee worker as an entry-level wage earner. Ethnic job developers, on the other hand, have gotten clients into supervisory positions within the ethnic community. Also, the administrator indicated that the American business community has responded well to the refugee marketer, who has come in with American marketing skills and also has the advantage of being a refugee, appealing to the humanitarian interests of employers.

In considering the effects of teacher ethnicity, it should be noted that most of the projects in the sample have classes taught by Americans. There are four exceptions, one in the HI-outcome category, and three in the LO-outcome category. There is insufficient variation here to suggest a pattern for this role in itself.

It was hypothesized that some particular configuration of American and refugee/immigrant staff might prove particularly effective. An examination of combinations in Figure XI revealed none associated with outcomes. In fact, 18 of the 23 programs had a combination of American and refugee/immigrant staff. Of those which had Americans only, one was in the HI category and two in the LO. The two with refugees/immigrants only were in the LO category. The variation here is insufficient to suggest a proposition.

Match Between Client and Staff Ethnic or Language Group

Analysis of the first column in Figure XII, which reports the percentage of clients ethnically and/or linguistically matched to a staff person, reveals a slight trend toward higher percentages in the higher outcome projects. (66% of the HI outcome projects report a match to all clients, 57% of the MEDium range do, and 44% of the LO outcome projects.) The trend is not strong enough to make a clear statement of a relationship of ethnic match to outcome. It does, however, suggest that this factor is important enough to be considered in subsequent investigation. At this time there is insufficient variation to determine whether or not having staff of the same ethnic or language group makes a difference in outcome.

One question that emerged from an analysis of the staff match to client's ethnicity and/or language was whether or not the projects that have this match were more likely to be serving a homogeneous population, whereby such an accomodation would be easier. Taking this analysis one step further, projects that served heterogenous populations were examined to see if they were serving both Southeast Asian and non-Southeast Asian groups, denoted in the first column in Figure XII as "mix." Southeast Asian

groups, for example, though very dissimilar, would perhaps be more like each other culturally than they would be like non-Southeast Asian groups. If the degree of homogeneity explained the differences in the percentages reported by outcome, one could expect the higher outcome projects to be serving homogeneous groups, the middle range to be serving heterogeneous Southeast Asian or heterogeneous non-Southeast Asian groups, and the lower-outcome projects to be serving the mixed groups. Clearly this was not the case in the sample. The three homogeneous populations all appear in the LO outcome category. The MEDium outcome category served the majority of the mixed populations. And all of the HI outcome projects served heterogeneous populations, though they were Southeast Asians in all but one case.

Availability of Bilingual Staff in the Classroom

This data is presented in the right hand column of Figure XII, with a brief phrase depicting the extent of the bilingual support where it exists. An analysis of the data reveals insufficient variation among the HI, MEDium, and LO projects to determine a relationship to outcome. Only three of the projects do not offer any classroom interpretation, one in the HI category and two in LO category. Many of the projects report the availability of other agency staff to come into the classroom when needed. The ease and frequency with which this takes place has not been precisely measured. Also, clients who were unable to understand the instruction may have dropped out of the training. For example, in one of the projects, which is reported as homogeneous, it is known that all of the enrolled clients who were not of the dominant group dropped out.

FIGURE XII: BILINGUAL STAFF

Placements	Project	Staff Match To Client's Ethnic and/or Language Group?	Classroom Interpretation Available?
HI	HURON	100% Hetero-SEA	Y - Part-Time Volunteers
	MEAD	100% Hetero-SEA	Y - Part-Time Tutors
	GULF	85% Hetero-SEA	N
	OWEN	100% Hetero-Non-SEA	N/A
	CAPE	100% Hetero-SEA	Y
	CEDAR	32% Hetero-SEA	Y - Can get Volunteers, but haven't
MEDium	CLEAR	87% Mix	Y - Agency staff aides available for most; can get Volunteers for others
	GREEN	75% Mix	N/A
	GRAY	100% Mix	Y - Agency staff and Volunteers available as needed
	GRANBY	100% Hetero-SEA	Y - Available as needed for all
	PEND	100% Hetero-Non-SEA	Y - Bilingual support once/week; Agency staff as needed
	GRAND	100% Mix	Y - 26 languages spoken by Agency staff
	STORM	88% Mix	Y - Bilingual classroom aide covers most of the population
LO	PONT	100% Homo-SEA	N/A
	SID	85% Mix	Y - Agency staff aides available for most
	NORRIS	84% Hetero-Non-SEA	Y - Teacher speaks language for most
	CART	0% Mix	N
	HUD	78% Mix	N - Staff say clients don't need it
	FOX	83% Hetero-SEA	Y - For most
	DEC	100% Mix	Y - Agency staff available as needed
	DEER	100% Homo-Non-SEA	Y - Students help each other
	THORPE	100% Homo-SEA	N/A

2. Employment Services

This section has two purposes. One is to examine the background of the job developer to determine whether or not the training and experience of this person is related to outcomes. Second, some of the activities of the employment services staff (including, but not limited to job developers), are explored in order to determine their relationship to outcomes.

A summary of the training and experience of the job developers is presented in Figure XIII. This figure also lists the staff person who is charged with this responsibility. In nearly all cases, both HI and LO, at least one of the people who works as job developer has some training and experience in the field. Though not easily reducible, it appears that the job developers in the MEDium range are the least qualified. Three of the seven MEDium projects cited staff turnover in this position as a key problem. Thus the PROPOSITION is raised that the training and experience of the job developers is not associated with outcomes.

The main distinction between the HI and LO outcome projects in regard to the role of job developer is whether or not the project has one. The majority of the HI outcome projects have a job developer. (The two that do not have an arrangement with an outside agency to perform this function). In the LO outcome category, three of the nine projects do not have job developers. What happens in these cases is that the project coordinator, who is also responsible for such activities as recruiting clients, and overseeing the daily activities, is saddled with this additional responsibility and is unable to perform it satisfactorily, if at all. One of the other LO outcome projects had only a part-time job developer who felt that he needed to be full-time in order to do an adequate job.

FIGURE XIII. JOB DEVELOPER: TRAINING AND EXPERIENCE

Placements	Project	Staff Who Perform Role	Background
	HURON	JD	Previous experience; trained in social work.
	MEAD	X	
	GULF	X	
HI	OWEN	JD (2)	1 - MA in vocational rehab; neither has prior experience in job development but are assisted by non-TA job developer with much experience.
	CAPE	JD	?
	CEDAR	Combo	Am - extensive experience in employment programs. Ref - teacher and community worker in native country.
	CLEAR	Combo	Limited experience; training as rehab counselor. Turnover cited as a problem.
	GREEN	Combo	1 - has 12 years' experience with EdD; 1 - MA in counseling plus prior experience as job developer. Turnover a problem.
	GRAY	JD	Part-time; business experience in native country.
MEDium	GRANBY	A. JD B. Coord.	A. Both have experience in business & job development B. No relevant background or training
	PEND	JD & Coord.	1 has experience as job developer; 1 has business experience only. High turnover in this position.
	GRAND	Combo & Coord.	1 - prior experience; 1 - no experience but "very able." Job developers receive weekly training with experienced non-TA job developer on agency staff.
	STORM	X	
	PONT	JD	1 - professional job developer 3 years with MA in vocational rehab; 1 - no experience or training.
	SID	Combo	1 - degree in business but no prior experience; knows community well; 1 - worked for VOLAG and has own business. Strong links in refugee community.
	NORRIS	X	
LO	CART	JD	No experience/training per se, but works at marketing and has good business contacts.
	HUD	JD	5 years' experience in job development.
	FOX	JD	Works pt; "self-taught;" no prior experience or training.
	DEC	JD	experienced, but was laid off midway through contract.
	DEER	X	
	THORPE	X	

Key:

X = no one designated to this role
JD = Job Developer
Combo = role is combined with Job Counseling
Coord. = Program Coordinator

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Another project laid off their job developer midway through the contract year. The PROPOSITION is presented that higher outcome projects have a staff person whose primary responsibility is job development.

One of the activities of the employment services staff that was explored was an assessment of the importance of an Employability Development Plan (EDP). This assessment was conducted according to two criteria. First agencies were asked whether or not they write an EDP for each client. Secondly, where available, sample copies of the plan itself were examined for content. A summary of the findings by project appears in Figure XIV.

The projects which complete a formal employability development plan for clients break down as follows: 3 out of 4 in the HI category, 6 out of 7 in the MEDium category, and 3 out of 8 in the LO category. This figure, however, is deceptive, and therefore must be considered in conjunction with the content of the form, a brief description of which appears in the adjacent column. It is deceptive for two reasons. First, some projects, while having no form officially entitled EDP, still carry out extensive plans for their clients. HUD, for example, has no formal EDP, but their assessment and follow-through is far more extensive than many of the projects which technically have the form. Because one of HUD's training programs is highly specialized and requires not only prerequisite skills and aptitude, but also a nine-month commitment to an arduous daily schedule, the project must be very thorough in its assessment of interested clients. The job developer for this project uses a system of file cards to log counseling and placement efforts. Secondly, in two cases, while the project does not draw up an EDP per se, an outside agency does this for the project.

FIGURE XIV. COMPONENTS OF EMPLOYMENT SERVICES

Placements	Project	Employability Development Plan		Follow-Up Activities	
		EDP?	Content	Required	Beyond Requirement
HI	HURON	Y	Standard assessment	phone 30-60-90	Site visit during first two weeks for problem solving, translating.
	MEAD	N/A	Outside agency peforms service		Outside Agency performs function.
	GULF	N/A			
	OWEN	Y	Standard assessment	phone 30-90	
	CAPE	Y	General plan	phone 30-60-90	Site visit during first two weeks for problem solving, translation. Frequency thereafter dependent on need.
	CEDAR	Formally, N	Provider has form - standard assessment plus signed agreement, barriers to employment, and supportive services needed.	phone 30-90	Phone call following placement. Clients tracked for one year for research.
MEDium	CLEAR	Y	Student assessment plus preference form, signed agreement, and barriers to employment. Clients also take written test in English and Math.	phone 30-60-90	
	GREEN	Y	Form records action taken with client	phone 30	Employers encouraged to call if any problems; try to build good rapport with employer.
	GRAY	Y	Welfare intake form		Phone after two weeks; site visit after three weeks. Frequent contact with employer.
	GRANBY	Y	Standard assessment, plus signed agreement and section on limitations	letter 30-60-90	
	PEND	Y	State form - standard assessment	phone 30	Check in once/week with employers.
	GRAND	Private Agency does EDP	Site does separate assessment; "training plan" and "follow-up"	30-90	Occasional site visits and phone calls to employers.
	STORM	Y	Standard assessment	phone 30-60-90	Site visits to job to provide translations, if needed.
LO	PONT	Y	Standard assessment	phone 30	Informal checks and regular interaction with employers.
	SID	Y	Standard assessment plus section on "Barriers to Employment" and signed agreement	phone 30-60-90	
	NORRIS	No information available		(no placements)	
	CART	N	Coordinator interviews clients; completes standard assessment form	letter 90	
	HUD	Formally N	Site assessment: interview plus written tests in math and English; no "EDP."	phone 30	
	FOX	Private Agency does EDP	Site uses their own employment plan - very general	30-60-90	
	DEC	Welfare Clients Only	Agency does own assessment; includes written and oral English test	letter 30	Phone call or site visit following placement for trouble-shooting. Visits thereafter as needed.
	DEER	Y	Coordinator has form but doesn't pay much attention to it	phone 90	
	THORPE	N	Outside agency does EDP, but site coordinator doesn't see it		

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The analysis of the EDP factor, then, focused upon content. Most of the EDPs contain standard kinds of information, such as demographics, educational background, work history, English level, skills, interests and goals. With only three exceptions (CLEAR - middle, HUD & DEC - low), clients are assessed on their English skills through an oral interview with the project staff person. A few of the EDPs contain less than what the standard form described above includes, and a few contain more. The "extras" usually consist of a section which outlines barriers to employment, and/or a signed statement which reinforces the client's agreement to participate in the program and to accept employment upon completion.

Proportionately, there is no difference among the HI, MEDium, and LO outcome categories, leading to the PROPOSITION that the formalism and extent of an EDP for TAP clients is not associated with project outcomes.

The other area that was analyzed in an exploration of the activities of employment services staff was the amount and quality of follow-up that staff members conduct once clients are placed on jobs. Reporting requirements for TAP stipulate that certain procedures be followed after clients are placed on jobs in order to assess retention. All of the projects comply with this procedure; thus, all do some kind of follow-up. The nature of the activity is the key here, and is indicated in Figure XIV under the heading "content." Where the follow-up activity consisted of compliance with the required verification, this was noted by type (phone or letter) and frequency. The other column presents any kind of follow-up activity beyond what the projects are required to do. Three of the four projects in the high-outcome range report such additional follow-up. In

two cases, project staff make visits to the site to do problem-solving and/or interpretation. In the middle range, the percentage of projects which do a more extensive follow-up (five out of seven) is also large. In contrast, only two of the seven low-outcome sites report follow-up activity, beyond the obligatory phone call or letter. Thus, the PROPOSITION is raised that more extensive follow-up activity with employers is associated with higher outcome projects.

3. Curriculum and Instruction

The curriculum and instruction were investigated in the different kinds of classes that the projects offered, including vocational training, ESL, and VESL, as well as job clubs and job preparation. The three basic factors of the classroom examined were: training and experience of teachers (background), curriculum materials used in the classroom, and the extent of ESL or VESL offered. A summary of the pertinent information is presented in Figure XV.

Teacher Background

Teachers were assessed in terms of their educational background or life experience which would qualify them to give instruction in the field for which they have been hired, and in terms of their experience as teachers, particularly as it applies to refugee (or similar) populations. As the information on background indicates in Figure XV, nearly all of the teaching staff are assessed as being qualified to teach in their respective areas. One exception is in the HI category and one is in the LO. Insufficient variation precludes a statement which relates teachers' training to outcome.

FIGURE XV: TEACHER AND CURRICULUM CHARACTERISTICS

Placements	Project	Type of Class(es) Examined	Teacher Background		Curriculum	
			Training	Experience	Published	Homemade
HI	HURON	VESL	Y	Y	variety of good texts	customized curriculum in process
	MEAD	VESL	Y	Y		customized curriculum
	GULF	ESL	Y	Y	5 different textbook series	almost nothing
	OWEN	Job Club and Job Workshop	1 - N 2 - Y	1 - N 2 - Y		in process of developing their own
	CAPE	ESL Work Orientation	Y	Y	worksheets from books	worksheets
	CEDAR	VESL	Y	Y	customized curriculum	handouts and displays to supplement
MEDium	CLEAR	ESL and Job Acculturation	Y	Y	sparse collection	developed by coordinator for local refugees
	GREEN	None	N/A	N/A	N/A	N/A
	GRAY	Job Club and Workshop	Y	Y	"Iowa Model" for Job Club	supplementary
	GRANBY A.	VT	Y	no refugee experience		mostly handouts and demonstrations
	B.	Job Preparation			"Career Development for Indochinese"	
	PEND	VT/VESL	Y	VESL - Y VT - N	many	supplementary
	GRAND	VT/VESL	Y	Y		developed by community college for the project
	STORM	VT/VESL	Y	N		project developed two manuals
LO	PONT	Job Club	Y	Y		in process of developing their own curriculum
	SID	VT and VESL	Y	3 - Y 1 - N	collection of materials project has published	supplementary
	NORRIS	VT/VESL	Y	Y	none - diskette for computer	
	CART	VT	Y	N	none	handouts review classroom
	HUD	VT and Job Preparation	Y	Y	college textbook	supplementary
	FOX	VT	Y	2 - Y 1 - N		developed their own
	DEC	VT/VESL	Y	Y	as references	curriculum designed for the project
	DEER	VT/VESL	VT - N VESL - Y	Y	worksheets from books	none
	THORPE	VT	Y	N	manual suggested by	none

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Concerning the actual experience that the teaching staff have had in the classroom, there is a trend for the higher outcome projects to have a greater percentage of experienced teachers. With only one exception, all of the HI category projects had experienced teachers. In the MEDium category, four of the six had experienced teachers, although one of these had no experience teaching refugees. In the LO category, only five of the nine projects had teachers with prior classroom experience. This leads to the PROPOSITION that TAP teachers' classroom experience is related to outcomes.

Curriculum Materials

The kinds of curriculum materials that projects used in the classroom are also described briefly in Figure XV. Features that characterize the materials used in the HI outcome projects are that they are mostly custom-designed for the needs of the particular program, or are in the process of being so designed. Published materials include a variety of textbooks. One of the projects relies upon worksheets, both published and homemade.

Five of the seven projects in the MEDium range category utilize materials that are designed for teaching refugees. Two of the five used published materials; three designed their own. In the LO outcome category, four of the nine projects use curriculum materials that they have designed specifically for their program, or that have been developed for use with similar populations. In two other cases, the project uses a manual or textbook which is probably too advanced for the level of the refugee students. One of the projects has a very sparse collection of materials, and two utilize no published or homemade materials at all, beyond occasional handouts. Thus, the PROPOSITION is presented that higher outcome projects more often utilize curriculum materials either developed specifically for their projects or for refugee populations.

V. QUALITY OF OUTCOMES -- REFUGEE CLIENT PERSPECTIVE

Questions about the extent to which the refugee clients feel that TAP services are addressing their needs, and that worthwhile goals are being achieved, as well as other descriptive and evaluative questions, were addressed through native language discussions with clients from the sample projects. The discussions were open-ended on five major topics: employment, program involvement, movement in the U.S, use of public assistance, and use of native language in the program.

Refugee clients were selected randomly by the evaluator at each sample site from the two to four major ethnic groups served by the TAPs studied therein. The goal was to interview 12 clients in each ethnic group at each site. One stratification variable was involved, that of employment status. A sample with some three-fourths being employed in each group was sought. This was not always feasible at the sites, because the numbers employed in a given ethnic group did not always provide a sufficient pool for sampling as desired. Reasonably usable results were obtained from 444 clients. Because the discussions were quite unstructured, the information is not highly standardized and the analysis to follow is for the most part a discussion of trends in the information.

Demographic information on ethnic group and employment status that describes the entire sample is available, and is presented in Table 17. As the data show, the ethnic group representation is roughly proportionate to that of the ethnic groups served in the sample TAPs, as detailed in Section II above. Concerning employment status, 201 (45%) reported being employed at the time of the discussion. The employment percentages by ethnic group show that the Southeast Asian groups are all above that total percent, except for the Hmong (but who are represented by only a small sample here), as are the Romanians. The non-Southeast Asian groups generally have the

TABLE 17. ETHNIC AND EMPLOYMENT CHARACTERISTICS OF THE REFUGEE CLIENT SAMPLE

Ethnic Group	Number	Employed	% Employed	Unemployed
Vietnamese	172	87	51	85
Cambodian	80	53	66	27
Hmong	35	1	3	34
Afghan	31	9	29	22
Armenian	29	9	31	20
Laotian	28	18	64	10
Ethiopian	25	7	28	18
Romanian	13	6	46	7
Assyrian	12	3	25	9
Haitian	11	6	55	5
Cuban	8	2	25	6
TOTAL	444	201	45	243

lower employment rates among those sampled, but are based on such small samples that no generalizations to those overall populations would be warranted.

Employment

The first question raised about the employment characteristics in the sample is, to what extent are the jobs of TAP clients related to the training they received in TAP? The training programs considered include OJT, Vocational Training, and Work Experience. Of the 91 employed clients from the 14 programs with such training programs, 60 (66 percent) are employed in jobs directly related to their training. This should be considered a good rate, given that over half the interviews took place only slightly more than halfway through the programs on the average.

The question of the relationship of length of time in the U.S. to employment status of TAP clients was addressed. The numbers of clients employed and unemployed in each of three time of residency categories are shown in Table 18. As is seen there, the employment rates for those clients in the U.S. between 19 and 36 months and those beyond 36 months are about the same. The status of TAP clients here under 18 months, however, provides quite a different picture. Among those clients, twice as many are unemployed as employed. That is, only about a third of the recently arrived clients are employed, whereas about half of the more veteran clients are employed.

TABLE 18. EMPLOYMENT STATUS BY LENGTH OF U.S. RESIDENCY

U.S. Residency	Employed	Unemployed	Subtotals
0-18 months	42	86	128
19-36 months	51	45	96
over 36 months	107	101	208
Subtotals	200	232	

The extent to which refugees are obtaining employment in areas related to their previous experience in their native countries is a subject of constant concern in the refugee service arena. While it is not expected that all refugees will be able to find immediate employment in jobs matched to their skills, it is expected that, over time at least, they begin to

approach such a match. Of course, many of the refugees have no experience which is directly marketable in this country. The predominant backgrounds of these types are soldiers, farmers (who relocate in U.S. urban centers), and housewives lacking formal education or training. Many refugees do, however, have the expectation that they can "practice their trade" in this country, and their sense of whether or not TAP is serving worthwhile goals is judged in these terms.

Of the 201 subject clients employed, 106 reported on experience working in their native countries (many of the employed were students or housewives in their country, and are not considered in this part of the discussion). Of those, some 42 percent (44) were in fact working in a profession or skill matched to, or equivalent in socio-economic status as, that of their native work experience. These included several former pharmacists from one project who were working as medical technicians and pharmacy assistants. But it also included a few businessmen who have opened their own businesses here, and several having skilled jobs such as tailors, secretaries, librarians, and auto mechanics.

Sixteen (16) clients are considered to have improved their socioeconomic status, using our culture's standards, from their native country jobs to their current ones. These included such examples as former soldiers who have opened small businesses and former secretaries who have become social service case managers.

A substantial majority, however, can clearly be considered to be currently holding jobs "below" their former levels. These situations may be temporary, but they represent "underemployment." The examples which predominate for those refugee clients in this category include the engineers who work as janitors, the teachers who work on assembly lines in factories, the lawyers who work as gardeners, and the bus drivers who work as dishwashers.

Of the remainder who are employed -- those who were students, soldiers, housewives, and farmers in small villages -- most are in entry level jobs in the U.S. Never having worked in private employment before, they represent the first step into the labor market, which is a valuable step.

Turning to those clients who are unemployed, their perceived barriers to their lack of a job are examined. It would seem that these factors might be those that TAPs could take into account in continuing service provision, though most of these factors may well be taken for granted already by providers. The predominant barrier mentioned was that of poor English skills, cited by about one-third of those 251 commenting on barriers. About one-fifth of those discussing barriers mentioned that they had no skills for work. A substantial number, 13 percent, indicated that their own health or physical handicaps or those of family members for whom they must care, were the main barriers. Less frequently, but not uncommonly mentioned reasons for not obtaining jobs included the need to care for their children, no work experience, transportation difficulties, and the fact that welfare pays better benefits than any job for which they would be eligible. This last item was indicated only explicitly by six refugees in the sample, but was reported by some of the interviewers as being reported "off the record" much more frequently. Differences in the patterns of barriers mentioned were examined across ethnic groups with the result that no differences were found.

The skill and work experience backgrounds of the unemployed were examined and compared to those who were employed. Among the 241 unemployed, some 20 percent have professional or business backgrounds in their native countries. Another 28 percent have technical experience at jobs in such areas as mechanics, carpentry, tailoring, sales clerk. And

the majority (56%), not surprisingly, have unskilled backgrounds -- soldiers, farmers, students, and housewives. In comparison, only about 20 percent of those who have obtained employment are from those four unskilled background categories. Thus, the lack of skill development or work experience appears to be a major barrier to employment, substantiating the trend from the refugees' own reports of barriers.

The final issue on the employment topic dealt with the aspirations of the refugees in relation to employment, and compared these aspirations to their training and experiential backgrounds. Most refugees from unskilled backgrounds aspired to specific assembly (usually electronics) jobs in their area. These were desired because of the good pay and benefits packages associated with the jobs. A substantial number, however, said they would like to do "any job" in order to support themselves and their families. From those refugees who have professional and/or skilled backgrounds, about two-thirds wish to continue work in their same profession or trade, whereas the other third say they would be satisfied with any job in order to have work. But when examining the discussions from the point of view of those who do have professional/skilled aspirations (this included 133 from non-student backgrounds), about one-half do not have the experience or training for the job to which they aspire. Once again, assuming the legitimacy of their aspirations, skills training is a need being indirectly expressed by this information.

Expectations

Most of the information on the program involvement topic was not interpretable for a reason which bears note -- most clients have received services from several sources, either different agencies or different

programs within an agency, and were unable to separate TAP activities from their other programs or services in talking with our native language interviewers. (This lack of a distinctive perception about TAP in many places bears upon the entire evaluation of TAP.) The one subtopic on which there was some relative breadth of interpretable discussion centered on whether or not the clients' expectations were met in the program. Over two-thirds say their expectations had been met.

For those whose expectations were not met, by far the major reason given was that they didn't yet have a job. Others showed some frustration at not being able to get a job in their field. The other reasons mentioned by a fair number of respondents for not being satisfied with the program included that they weren't learning enough English, that the skills training was too short or otherwise inadequate, that there was inadequate equipment in the training program resulting in a reliance on too much theory and not enough practical training, and that the teacher was poor.

Given that a lack of job placement was the major "complaint," the expectations' responses were examined according to employment status and across ethnic groups. Among those who were unemployed about 61 percent reported expectations met. Among the employed, however, 76 percent had their expectations met. This adds some further reinforcement to the consideration that clients' expectations are related to obtaining a job.

There were differences in this expectation for job placement among ethnic groups, however. The Vietnamese indicated an extraordinarily high satisfaction of their expectations whether or not they were employed. The Cambodians and Afghans indicate substantial dissatisfaction whether employed or not. The Hmong and Laotians, as well as the other non-Southeast Asian groups, show mixed patterns; i.e., they are primarily satisfied if they are employed, and dissatisfied if not.

Of all those clients who were satisfied, the reason most often mentioned was not that of having gotten a job, but that the teachers were good and other general comments to the effect that the program was good. Getting a job through the program or getting a job that they liked was the next most frequent comment on this topic, by about 10 percent of the respondents. Other infrequent comments on the meeting of expectations included that they learned about the company better, they learned more English, it helped them adjust to their new country, and that they simply enjoyed the program.

Location Changes

What fraction of the TAP clients have moved within this country, where, and why? If they are moving for reasons associated with TAPs, such as to obtain better skills training in a given location, then that is worth knowing. About one-third (145) of the subjects have moved (at least across counties) since first locating in the U.S. Some two-thirds of these have moved across states.

The reasons given for the moves are primarily to join family or friends, or because there is a strong community of their ethnic group in the new location and there was not in their former one. The next most predominant reason, given by 27 of the 145, is the climate. And all but two of those citing climate have relocated to California. Either moving from an area where jobs are scarce and/or to a location where jobs are reputed to be better is the next most predominant reason, and here the destination states vary widely. The continuation of or better quality of welfare benefits was mentioned by nine of the 145 as the reason for their move. A few others mentioned that there were better schools or training programs in their new sites or that the cost of living was better, and that that was why they moved.

Use of Native Language

The use of staff who speak the clients' native language is most often assumed to be a necessary program feature. This part of the refugee client discussions attempted to examine the extent to which TAP clients had staff who spoke their own native languages, and to examine the importance placed on that feature whether or not it existed.

In sum, 240 clients indicated they had staff who spoke their native language, while 99 indicated they did not. Of those 240 with native speaking staff, 198 (83%) indicated that this was important to them. Of the 99 without native speaking staff, however, 50 (50%) wished they'd had such, and the other half did not. Such a result appears to indicate that those refugee clients who have native speakers on staff value it, but those who do not seem to accept the necessity of speaking English to a greater degree. Those who do not have staff native speaker matches do, however, still wish they did to a considerable degree.

Summary

In summary, the discussions with the refugee clients indicate that they are very much concerned about jobs, and for many "good" jobs that pay well or are satisfying are important. A substantial number, however, are satisfied to take any job to help with self-sufficiency, at least temporarily. But in general the refugees have fairly high aspirations and expectations for employment in this country. A plurality of those who do not have jobs view their poor English ability and their lack of work experience or skill training as the major barriers to their employment. They are relocating within the country, often to find better employment locations, but even more often to join family and friends. Finally, in general, refugee TAP clients place a high value on program staff speaking their native language, although a substantial number who do not have such staff report not needing them.

VI. NON-STANDARD OUTCOMES

It is difficult to assess the impact of the efforts of certain TAP-funded projects because the goals of these projects cannot be actualized during the contract period in which they have been funded. Although short-term measureable outcomes have been projected, the more significant outcomes will be apparent over a longer period of time. Four such projects under study were economic development, cooperatives, farming, and the training of refugee community resource developers.

A. Economic Development

The one economic development project that was included in the site selection has been measured against its own set of goals and does not appear in the other analyses of outcomes in this report. Having set very different kinds of goals, a comparison to other kinds of employment services and training projects would not be appropriate.

A comparison of actual accomplishments to targeted goals presents a very positive picture of this project. Goals were set in seven different areas, as follows:

1. Economic Development Advisory Council - Project was to set up such a council and meet monthly, which it did.
2. Refugee Contractor Development - Project was to assist in the development of three refugee-operated cooperatives, which it did.
3. Southeast Asian Chamber of Commerce - Project was to create such an agency that would meet regularly and publish business directories of its membership, which it did.

4. Job Creation - Project was to create one hundred new jobs as a result of its technical assistance in the creation or expansion of refugee businesses, a goal which was exceeded. (There is no definitive way of knowing whether or not the creation of these jobs hinged upon the assistance provided by the project.) The project also assisted in the development of twenty-four contracts between refugee businesses and people in need of the service offered.
5. Outreach to Underserved Refugee Groups - Because refugee businesses are primarily the endeavors of some ethnic groups and not others, the project was asked to target their services to five of the underserved ethnic groups, which it did.
6. Business Training Workshops - Project was to arrange for thirty-three workshops to be held, covering a variety of topics; which it did.
7. Technical Assistance and Loan Fund (The Loan Fund was not funded by TAP) - Project reports that seventy-four businesses were served, sixteen new businesses created, and four loan proposals submitted, one of which has been approved, two of which are pending approval.

Three cautionary notes must be sounded in terms of analyzing this very positive report. One is (as mentioned in conjunction with #4, Job Creation) the relationship between the provider's assistance and the creation of a job is not necessarily a direct one. The actual extent of the assistance is not known. Also, those jobs were not necessarily filled by refugees in the group targeted to be served. Secondly, this particular project has a funding base that far exceeds the TAP contract. TAP monies, in fact, were only used during the last four months of the contract year.

The exact percentage of TAP funds which contributed to the total budget could not be determined. Third, the completion of some of the targeted objectives does not necessarily mean that the actual goal was reached. For example, #5 Outreach to Refugee Groups: Those underserved groups were indeed approached, and undoubtedly, staff expended hundreds of hours meeting with the groups and providing them with information and assistance. Still, it is not actually known how many refugee businesses are now owned and operated by these particular ethnic groups. This issue highlights some of the problems that were encountered when staff attempted to create quantifiable objectives for the kind of service they were providing.

B. Cooperatives

The development of cooperatives is a second strategy designed to establish refugee self-sufficiency where goals are not immediately realized. The two types of cooperatives examined during the initial round of data collection were a building and ground maintence/janitorial services cooperative, and a retail store which sells native crafts and art work.

The building and ground maintenance/janitorial services cooperative developed when trainees who completed a work experience program found it difficult to find jobs with established businesses. Most businesses in this field are small and don't want to train and hire "competition." The refugees banded together in small groups and formed businesses together as an alternative. Five who formed a co-op pooled their resources to find customers and shared office space. This cooperative had to fold. Despite extensive efforts to solict business, contracts did not materialize, and the members sought other jobs or remained unemployed.

The native arts and craft cooperatives are addressing an unmet need for refugee women who have skills but no means to market them. As with the maintenance/janitorial services cooperative, crafts cooperatives create employment possibilities which do not require immediate English literacy or prior work experience in this country. The crafts coop under investigation offered classes in sewing, design, VESL, retail store operation, plus training in cottage industry trades and a course for weavers that taught adaptation to Western looms. The cooperatives are also geared to developing refugee leadership. The crafts coop has initiated a "training chain" where on-the-job training at the store is passed on to the new coop members who work there three hours each week after they complete the classroom portion on retail store operation.

TAP has provided the seed money to enable training to take place and to cover technical assistance costs for start-up. This particular coop has been dependent upon other funding sources, particularly a foundation which awarded them a grant that allowed them to purchase sewing machines and other equipment. Students from a local college donated their time to conduct a survey to determine the best location for the store. The sponsoring agency, a Volag, furnished the deposit for the rent, and the person in charge of this agency magnanimously signed a five-year lease.

The co-op store opened its doors for business in November 1984, midway into its sixteen-month TAP contract, and is judged to be fairly successful. Its membership has grown to 34, and the number of different ethnic groups represented has expanded from one to seven. During the first four months of operation, the store was operating at a loss. Although this money was recovered through grants, and hence, represents a "paper loss", it is the

full intention of the project staff that the store become self-sufficient so that its dependency upon grants can end. A business consultant who prepared a detailed evaluation of the store has offered a strategy for increased profitability.

The main problem that cooperatives have had in operating under a TAP grant is that they are prevented from utilizing income generated from the project for capital expenditures. Therefore, projects have been unable to purchase tools and equipment, expand the physical facility, or distribute a share of the profits to the members. At the end of the contract year, the problem was still being investigated by someone at the state level, but it had not yet been resolved.

C. Farming

A third type of project that requires a longer investment of time to reach its goals is the farming project. County administrators in the two counties that support farm projects in the site visit sample both talked about the need for a three to five-year grant. One of the two counties has decided not to re-fund its farming project with the next set of TAP funds. In the other county, the nature of the training was greatly altered after the first TAP contract year. During that period, the focus of the training centered around a 40-acre farm, which was leased by the host agency under TAP funds. Clients spent about half of their time working in this "laboratory" and the other half learning in the classroom, depending upon the weather or seasonal needs. The land which the refugees worked had an excellent crop year, and the refugees did indeed learn a lot about farming. They were very proud about learning to drive a tractor in a straight row,

and in the interviews conducted by native speakers revealed that they had learned something about Western agricultural methods, including the use of pesticides and fertilizers and how to irrigate. The program, however, was a very expensive one, and did not result in job placements. During the next contract year, the focus will shift. Rather than training clients to operate farms, the project will be providing agricultural training for the private sector, working with two packing houses and a farm contractors' league.

D. Community Resource Developers

A final sample provider which has long-term outcomes as its goal is that project which trains three individuals as Community Resource Developers (CRDs). The mission for these three is to develop their potential for organizing and providing self-sufficiency-related services for their respective ethnic groups, and to become founders and leaders of MAAs themselves. Their program is discussed in more detail in Section VII, Special Features. It is sufficient to say that, with regard to outcomes, the jobs created and welfare reduced as a result of this program will not be measureable for some time to come.

The project for the CRDs ended in January 1985. Since that time they have been employed by the local Employment and Training office to provide employment services and other adjustment assistance (e.g., housing location, transportation, translations, crisis intervention, etc.) to refugee clients of E&T. Since E&T contracts out other TAPs, these three CRDs provide supplementary help with those contractors. The CRDs were also key to two of the local MAAs in writing proposals for case management projects, which were funded, and in helping to organize those case managment services. They are not employed directly in the MAAs, however.

VII. SPECIAL FEATURES

In an attempt to make propositions about the relationships between program factors and program outcomes in Section IV, specific factors were isolated and examined. While this process was a crucial one, in terms of explaining what accounts for differing levels of success, its limitation was that it prohibited a detailed portrayal of any one strategy. Likewise, it limited the opportunity to see the overall effects of a number of effective strategies operating in concert.

This section offers a more detailed look at several particular strategies observed in the site visits. They include the use of "Vocational Associates in a VESL Program," the formulation of a differentiated performance-based contract system, vocational training programs, a program to train Community Resource Developers, and one which integrally involves a Chamber of Commerce. There is no implied relationship of these program features to outcomes. The criterion for their inclusion was that they impressed the evaluation staff as being rather creative approaches to addressing common concerns of TAP providers.

A. VESL Vocational Associates

This VESL program, sponsored by a public school district, is taught in occupational clusters of the following areas: food services, cleaning services, building maintenance, hotel housekeeping, electronics assembly, and building services apprenticeship. Some of the cluster are taught at two different levels, one introductory, the other advanced.

One of the most striking and dynamic aspects of four of the classes (food services, cleaning services, building maintenance, and building services apprenticeship) is that they are each staffed by both an English and Job Training Teacher (ESL-type person) and a Vocational Associate

(school staff member who works in the trade being taught). The pairs work together to plan, teach, and supervise practicums. This pairing provides the actual work perspective along with the trained ESL perspective for student experiences, curriculum development, teaching and evaluation. As one example, during a cleaning services class observation, the English teacher was observed explaining appropriate ways to interrupt a supervisor. Students applied these skills in class when the vocational associate (who was the students' supervisor for their practicum component) did his paperwork while the students tried various ways of interrupting him. Then during the practicum part, the group went to the nearby school at which the vocational associate was a cleaning staff supervisor. As they were doing their chores, the English teacher moved among them and continuously asked them questions about their tasks, to reinforce their use of the work-related language.

The curriculum is developed by the staff, drawing once again on the complementary pairings described above to get realistic task descriptions and work situations, as well as on sound educational principles. The latter are readily drawn from the apparently very competent, articulate, and experienced staff. Even those who do not work with a vocational associate report spending a fair amount of time out talking to people who work in electronics assembly and hotel housekeeping to understand the tasks and environments here.

B. Community Resource Developer (CRD) Training

This program's (MAA) major TAP strategy is to address the long-term, broad self-sufficiency outcomes of the largest number of refugees possible by the short-term intensive and extensive training of three individuals,

the CRDs. The mission for these three is to develop their potential for organizing and performing self-sufficiency-related services for their respective ethnic groups and to become organizers of MAAs themselves. They were recruited, one from each ethnic group served in this locale, on the basis of their already demonstrated formal and/or informal leadership ability. They are ages 23, 30, and 33. All are male. Their backgrounds include civil engineer, student, and military officer in their native countries; assistance with processing refugees in pre-entry camps; excelling in their ESL courses and preliminary jobs in the U.S.; and offering informal services to their people. They had been in this country for from 2 to 3 1/2 years at the time the program started.

The seminars in which they participate at the nearby university were on social services, employment services, organizational development, legal aspects of private non-profit groups, and English writing. Each of the first three seminars was conducted for some 40 hours over a one-month period, and included on-site practicum experiences in local agencies, supervised by the TAP project director. The writing course involved ongoing participation in a regular university course.

The CRD's internship services included supervised practice of a wide range of resettlement services such as counseling, employability assessment (informal), job recruitment for another TAP, public relations for refugee activities, attendance at host agency planning meetings, communication with community leaders, and substituting for and assisting ESL teachers. The counseling and other informal activities in which they were often involved included encouraging children to attend school, helping with car purchases and apartment rentals, translating for medical care needs and disputes with employers or landlords, and helping find child care and transportation.

C. Differential Performance-Based Contracting

One county has developed a performance-based (PB) contracting system which is intended to overcome many of the standard arguments put forth against the use of such systems, namely, (1) that some projects serve more difficult-to-employ clients than others and thus should not be held accountable to the same standards as other projects, (2) that allowance for adjustment to unanticipated problems is needed, (3) that changing market or economic conditions cannot be controlled by the project, and (4) that longer-term retention is more important than the immediate placement usually measured. The system in this county accounts for these features in the following manner.

First, placement goals are developed to account for client differences. Each client is assigned points for duration of residence, English language competency, vocational skill level, age, primary or secondary wage earner, female head of household, and size of family, on a scale such that the more difficult the employability potential, the more points added into the person's "composite." Clients are then categorized from A-D as most-least employable. Contractors' goals are to place 60% of Category A, 50% of B, 40% of C, and 30% of D. They then have decreases or increases in reimbursements applied to under or overachievement of these goals. Two other features allowed are "rollovers" of placement statistics across quarters -- somewhat like income tax averaging -- to allow for changing economic impacts, and formal corrective action for slight underachievement before decreased reimbursements are applied.

D. Vocational Training

Beginning in 1982, this project, CEDAR, offered a vocational training program to train and place low-skilled, limited English-speaking refugees in maintenance-related jobs. Targeted Assistance provided funding for the continuation of the project in 1984. The "Professional Cleaner Training Program" lasted 13 weeks and included 3 hours of VESL and 3 hours of vocational training each day. A good portion of the skills training utilized a "hands-on" approach that had trainees practicing what they had learned in the classroom. Average class size was 20.

Two consultants under contract with the project helped to set up the program and provided continued administrative assistance, which included client assessment and the submission of reports to the host agency and to county administrators. These two Americans both came to the program with a strong background in training and employment, and in social services. A full-time program director (refugee) coordinated daily activities and took a lead role in job placement, though all three were actively involved in job development.

The program has achieved an excellent placement record. Prior to three TAP-funded classes, four other classes completed the training. The program achieved a placement rate of 96%. Finding clients to enroll has never been a problem. Positive reports circulate in the refugee community. Most who come have been referred by their friends. For the class underway at the time of the site visit, , 45 clients applied for the 20 positions.

The average starting wage has been around $4.75/hour. There have been clients who started as high as $7.70/hour. Because the staff wanted to make sure that the program had long-term benefits, they conducted tracking

studies. Recently, they were able to contact 80% of those graduates who entered employment an average of 9 months prior to the site visit. (Most of these clients preceded the TAP-funded classes.) Eighty percent of these clients were still employed, and were earning an average wage of over $6.00/hour.

Janitorial training was selected during the planning process as the focus because it required minimum English competence, it could be taught in a relatively short period of time, there were plenty of jobs available, and it provided a reasonable wage. Job development essentially started in the planning stages with the establishment of an Advisory Board that was composed of professionals within the field as well as representatives from the refugee community. Through this Board the project was able to establish good rapport with some of the key custodian employers and gain the endorsement of community leaders.

Assessment and counseling are important parts of the process. One of the consultants described it as "a career development type of approach." They try to determine specific client status and needs to reach their immediate and ultimate goals. Staff emphasize to clients that they are not expected to make a career out of being a janitor, but can use the experience as a stepping stone to other career objectives or as an opportunity to make money while going to school. This kind of involvement with clients seems to take place in the actual job placement also. Staff recognize that not every person is suitable for every job that comes along. They regard the matching process between client and employer as an important process. Graduates of the program have been placed with over 100 different employers throughout the area.

One other aspect of the program's success was the commitment. One of the consultants reported:

> "There was commitment on the part of the staff that this thing would work. [The program director] was determined that these people were going to get jobs. The class was determined that they were going to be able to prove that they could get jobs - they were hungry!"

E. Chamber of Commerce Involvement

A Targeted Assistance Program in a midwestern city has involved the private sector not only in an advisory and planning capacity, but also has made tham a part of the program through a $15,000 contract to the Chamber of Commerce. The Human Resources Division of the local Chamber of Commerce, which also has JTPA programs and funding, has a contract with the TAP to market the program and develop jobs for refugee clients. During the past year, the Chamber of Commerce had developed 24 job opportunities for refugees. They were under contract to develop sixty in the course of the eighteen months of the project.

Further, they have developed a brochure on the TAP which has been sent to business and industry throughout the greater metropolitan area. They have produced a ten-minute film with a segment on the TAP and also publicize the program through the Private Council Industry Newsletter and in any publicity being produced for JTPA. The state welfare office, which manages the TAP, has a thick file of clippings of favorable newspaper publicity about TAP and about the activities of refugees in the city. Such favorable press in a small conservative city may be at least partially attributed to the work of the Chamber of Commerce.

Other activities carried out by the Chamber of Commerce included panel presentations to employers with TAP agency staff participating, special mailings to Chamber of Commerce members, and one-to-one contact with employers. The Chamber of Commerce person interviewed during the site visit reported that although human services were not a primary focus of the Chamber, quality of life in the city is vital to attracting commerce and industry to the area. He felt that by improving the situation for refugees and JTPA clients, one would improve the quality of life in one's city.

The state grants manager, who wrote the initial proposal for the TAP, reported that this contract with the Chamber represents the first time that the state welfare department (which oversees the TAP) and the Chamber have worked together. She said that a good relationship had developed between the two agencies -- a surprise to both. Stereotypical views of one another have been changed through working together. She also hopes that involvement of the private sector at this time will encourage their support and result in further assistance from the private sector when the TAP grant expires.

VIII. Conclusions and Implications

While Sections II through VII focused on detailed presentations of discrete parts of the study and its findings, this section intends to discuss key findings at a general level but in an integrated manner. It will present, as conclusions, the answers to the major study questions with which the evaluation began. It will also raise some of the issues which appear to have a bearing upon policy formation and implementation of TAP. While the discussion is couched in terms of TAP, the conclusions and implications -- especially those of the relationships between program factors and outcomes in the second part below -- are relevant to other non-TAP employment services for refugees as well. While the locations of the TAPs place them in a select group of geographic and population settings, they have many similarities to non-TAP settings, and thus the conclusions and implications can be considered applicable to those settings.

Targeted Assistance Outcomes

This focus of the evaluation involves two aspects. One, to what extent are TAPs designed and implemented in line with the purposes of TA as originally intended in the legislative and policy directives? Two, to what extent are TAPs attaining the intended outcomes with clients?

First, concerning the design and implementation of TAPs according to their intended purposes, TAPs are providing the great majority of their services in the areas of vocational training, on-the-job training, employment services (job clubs and workshops and job development and placement), and vocational English language training. These are the predominant program types, as measured by both number of counties and providers offering them and numbers of clients served. As the core of the

TAP intention is to offer services which "enhance the employability potential" of refugees, to train them, help them find and retain jobs, learn job-site related English, and obtain employment guidance, this intention is very clearly being met.

Targeted Assistance was also intended to serve those locations most affected by the high refugee influx of 1979 to 1982. The findings here indicate that some 73 percent of TAP clients had been in the U.S. for 19 or more months at the start of their TAP services. Another aspect of the targeting was on those locations which had relatively high refugee use of public assistance, implying that TAPs should serve these clients. From the evaluation data it is estimated that some 69 percent of TAP clients were on some form of public cash assistance at the time they began receiving TAP services. Thus, in terms of length of U.S. residency and public assistance usage, TAPs are serving the intended clients.

A third feature of TA is that the planning and implementation of the program be initiated locally. In every site visited there was clear evidence that local planning, either at the county or individual provider level, took place. The involvement of some of the intended parties, however, such as private business and industry, social and employment service providers, and refugees themselves, was not always present in more than a token manner. On this intention, the "letter of the law" was always met, but the "spirit" was more sporadically met.

A final feature of TA which was repeatedly stressed in the legislation and in ORR directives was the promotion of "innovative" approaches to programming for refugee self-sufficiency. In general, little innovation was apparent. Some rather innovative features of the more traditional

employment service programs offered above were identified in the site visits, and are illustrated in Section VII of this report, as are some other thoroughly innovative programs. The one major exception to the generalization about little innovation may be the economic development programs which are being conducted in a fair number of locations.

Secondly, we consider the extent to which TAPs are attaining intended client outcomes. For the estimated 32,000 service slots targeted by counties to be filled nationwide during TA1, an estimated 16,366 job placements were targeted. As of a point approximately halfway through TA1 on the average for counties, some 7,300 refugees had been placed. This represents a placement rate of about 45 percent of target at the 50 percent time mark in the program. Given that high placement rates are not commonly expected during the early stages of programs, and that many of the training programs were still in process -- thus placements would be premature -- this placement rate is considered respectable. While the foregoing figures are national estimates based on state and county reporting to ORR, the placement rates from the site visit data, which are considered more reliable, average 80 percent for the 91 percent time mark in the program. Thus, the site visit data add credibility to the national estimates obtained.

Retention of jobs for 90 or more days is a second criterion applied to TAP evaluations. Such information was available on only half the sample sites at the time of the visits (and only five counties for the reports to ORR), and thus is not as reliable an indicator as the placement data. The retention rates averaged 41 percent of the targeted values for the sample sites. It is difficult to interpret this result, however, because 90-day retention data for placements made late in the programs would not be evidenced by the time the data were collected (91 percent of project time completed, on average).

The final criterion applied to assessing TAP outcomes was that of moving refugees off public assistance. Simply put, information on welfare reduction was so scarce and found in such disparate forms when it did exist, that the criterion was not applicable for this evaluation.

It is the general conclusion of this evaluation that TAPs are planned and implemented to meet all of the intentions of Congress and ORR, with the exception of the innovations desired. It is also concluded that TAPs are attaining their intended outcomes at a respectable rate, albeit slightly behind a targeted pace.

The first conclusion, concerning innovation, is somewhat problematic. Those projects that have developed innovative programs, such as the economic development ones or the one which trains Community Resource Developers, are faced with a dilemma caused by the accountability systems imposed on them. That is, they are required to report, and presumably be judged on, their numbers of enrollments, placements, retentions, and refugees moved off assistance. Yet these are not valid criteria for the goals such programs set. If such programs are desired by ORR as types of innovations, then alternative reporting and accountability criteria would reduce the discouragement expressed by many providers who do conduct, or have considered conducting such programs.

A related issue appears to be centered on the "press for numbers." ORR requires that the states report numbers of enrollments, placements, retentions and welfare reductions. The states usually require the reporting of such data from their constituent counties and/or providers. Some states have verification systems and/or monitoring of providers based upon the data. Either through those monitoring/verification means or through other more explicit mechanisms (such as performance contracts, for

example), a press for providers to "get the numbers" is created. Thus, states, counties or providers which wish to conduct "innovative" programs that do not produce the numbers may experience a conflict, either real or apparent. To reduce this conflict and obtain the product it desires, ORR should clarify whether it intends to promote innovations within the constraints of meeting certain enrollment, placement, retention, and welfare reduction standards, or whether the innovations it desires are legitimate when accountable to other criteria.

Another possible explanation is that the states are misinterpreting ORR's intentions and imposing standards that ORR does not intend for judgmental purposes. If so, then state officials might be assured that such "innovative" programs, on which alternative accountability criteria are used, will not threaten the state's continued funding for refugee services.

Factors Related to Targeted Assistance Outcomes

A large number of context, planning, organizational and implementation factors were examined in their possible relationships to the placement outcomes of the sample sites. Some 14 such factors were determined to be related to outcomes, nine were clearly not related, and several were indeterminable based upon the information available. While the 23 determinable relationships are summarized below, their interpretation deserves a note of caution, because of the research methodology used. First, no causality between factor and outcomes can be presumed. Secondly, each factor must be presented separately for analytic purposes, and each was in fact derived that way; but to interpret each separately could be

misleading. It is likely that combinations of some factors in relation to outcomes truly explain the phenomena. Third, the strength of the various relationships is not possible to determine.

The value, however, of these findings lies in at least three areas. They suggest program factors which might well be given attention in policy development and implementation (in the cases where a relationship is found), or that might be disregarded (in the cases where no relationship was conclusively demonstrated). They can be compared with findings from other relevant studies -- findings which overlap can be attributed more validity and contradictory ones less validity. And they can serve as a grounded basis for further study, with research methods appropriate to more confirmatory purposes.

The major relationships between program factors and placement outcomes are as follows:

1. Of the major types of programs offered by TA, on-the-job training and employment service programs have substantially higher placement outcomes than do vocational training programs.

It was speculated that this finding may be true because the OJT and employment service clients are more job ready, whereas the vocational training clients are considered not ready. The findings on client background presented in Section IV and summarized below, however, indicate that this explanation is not credible. It may be possible that since vocational training programs are commonly quite long, their resulting placements had simply not been evidenced at the time of data collection in as great numbers as had the two higher outcome types. Third, it is possible that nothing is unusual about this finding, but that vocational training programs may have more successful long-term effects, especially on

job retention measures. This is quite possible because one would expect higher job satisfaction and performance if a client is placed in a job for which he/she is trained in the requisite skill, as compared to the unskilled positions many refugees may be placed in by the employment services.

This finding does not imply that vocational training programs should be deemphasized or eliminated as ineffective. The need for skill development is evident from the reports of the refugee clients in the native language discussions of this study, wherein they repeatedly emphasized their need for skill development in order to obtain employment, and in which their backgrounds showed a pronounced lack of marketable skills. Rather, emphasis should be placed upon more appropriate training programs, such as those which better "fit" the clients' backgrounds and abilities, those which have job developers associated with them, and those which are adequately equipped. These three factors are derived from among those found to be related to high outcomes in Section IV and repeated in point #3 below. The problems involving insufficient equipment in vocational training programs also derives from one of the major complaints the refugees expressed in their discussions about some programs with the evaluation staff.

2. Refugee client employability potential (based on English ability, education level, work experience, and age) is not related to TAP outcomes, but projects with larger numbers of AFDC clients with larger families are associated with lower outcomes.

Clients with lower employability potential are reasonably assumed to be more difficult to place. But apparently those TAPs with these types of clients are rising to the challenge and meeting it with as much success as

those who do not have that particular type of challenge. It is possible that those with a lower employability potential may fare more poorly when retention rates are examined.

Concerning the second part of this finding, it is not at all surprising that programs with larger numbers of AFDC clients with larger families are not placing them very well since this is a perennial problem and is not limited to refugees only. Nevertheless, even though the outcomes in terms of number of AFDC clients placed is lower, these are important qualitative numbers in view of the TAP purposes.

3. Training programs which are designed with very clear and precise "fit" to client needs based on length of program, resources needed, and trainee ability obtain higher placement rates.

This factor was offered above as a consideration for the improvement of vocational training programs, and it is reemphasized here. It may be possible that providers proposing to offer training programs of any kind, but particularly vocational training in classrooms, be required to demonstrate an analysis of their intended clients' abilities to a very precise degree, and how their training program will match those backgrounds in duration, resources, and skill levels. To support such efforts, dissemination of the duration, resources, skill levels taught, and their match to particular client backgrounds in successful training programs would aid in the planning of other programs.

4. Private Industry Council, Chamber of Commerce, or other private business/industry involvement in the planning process is not related to project outcomes. Refugee involvement showed insufficient variation for a conclusion.

ORR strongly stressed involvement of private business and industry in the planning process; hence it is an important factor in the TAP effort. In considering it, the nature and quality of the involvement needs to be considered, not merely its existence. In most programs, this criterion was met through Private Industry Council (PIC) or Chamber of Commerce (CC) representatives. In cases where the private business/industry involvement included such activities as commitments to establish programs or to hire refugees, or to provide a thorough analysis of the local market conditions and projections appropriate for refugee clients, it appeared that the programs were more successful. But the criteria for differentiating such involvement were not precise enough to provide a convincing analysis. If those factors become clarified and confirmed by the next stages of this study, or by others, then ORR might do very well to disseminate information -- including models of particularly successful private business/industry involvement -- about each factor to focus TAP planners' efforts.

5. Two characteristics examined at the county level, namely general unemployment rate and complexity of the refugee services organization, are not related to project outcomes.

In counties with high unemployment rates, some TAPs attain high outcomes, and in counties with low rates, some TAPs fail to do so. It appears to be the more particular matching of a program to a narrow labor market target known to have good potential for the refugee clientele one is

serving that is important, as discussed in Section IV. While complexity of the county refugee services organization was examined, in the absence of quality indicators, it is more likely the quality of the management at the county level which enhances or inhibits the success of inclusive TAPs.

6. The ease and regularity of client access to a broad array of services is directly related to TAP placement outcomes. These services may be within the TAP agency itself or obtained by cross-agency referrals and services. They appear to be especially supported by regular, structured forums for inter-TAP staff communication on substantial matters.

This finding bears upon the issue of "comprehensive" vs "single" services, which is much debated by those involved with TAP. The finding supports the "comprehensive" side of the debate, but in a qualified manner. That is, it seems imperative that an array of employment services be available to fit differing needs of refugees in a given area, and that supportive services such as counseling, crisis intervention, transportation, child care, and so on, are also important. But not all such services have to be offered by one agency. Granted, they may be easier to organize if they are all housed in one agency, but many other considerations operate to preclude that possibility in the majority of places. What appears essential is the clients' ability to access other programs and services as needed, as when inappropriate program referrals or changing client needs so dictate. Such an ability generally involves the local case management system. Thus, TAPs' close working relationships with case management agencies should be supported.

The ability to effectively do this may be enhanced by TAP staffs across agencies meeting regularly on substantive matters, not just on administrative requirements or for instructions by some higher authority. The staff members' active participation in such meetings, sharing techniques and problems, working together for solutions, and/or identifying better service program opportunities for clients, is important. While such meetings are not suggested as a cause of local TAP effectiveness, they likely serve to reinforce and further prmote other outside cooperative efforts. Furthermore, county or state policies which do not provide such opportunities for organizational and/or staff interaction may be a barrier to the maximum progress of refugee clients.

7. TAPs run by MAAs have lower outcomes in general than those run by non-MAAs. Among MAAs, however, those with more years' experience with services similar to those delivered by TAP, those with more adequate human and physical resources, and those more able to carry out the administrative requirements of government programs, have the higher outcomes. Whether or not the MAA is part of a host agency or is independent, and how long it has existed as an agency, are not related to outcomes.

Reasons for the MAAs' generally lower outcomes were sought among some of the other apparently more central factors of the study, such as program type and client background. That is, the MAA results may be confounded by these other factors. Considering program type, most of the MAA's with low outcomes offered vocational training, but so did two of the medium outcome MAAs. Furthermore, one of the low outcome MAAs was not a vocational training TAP. Even considering such sparse data, there is not a strong enough suggestion that the nature of their program types (i.e., vocational training) accounts for MAAs' outcome rates.

Concerning client background, a similar result occurs. MAAs in the sample had similar clientele on the background characteristics studied -- similar to the non-MAAs and similar across high and low outcome MAAs. Thus, this study's data cannot account for the MAA results by client background characteristics.

Even though most of those MAAs studied have lower outcomes, there are many good reasons for continuing to fund them with TAP monies. What seems important is to learn about factors associated with those successful MAAs, and to apply this knowledge to the less successful ones. Years of experience in providing similar services appears to be one such success factor. Yet it would be unwise to fund only those with experience, since newer ones need the opportunity to grow and become successful. Some general technical assistance through existing programs for MAAs might focus on the specific needs implied by this set of findings -- namely, complying with administrative requirements and planning for and obtaining more adequate human and physical resources.

8. The ethnicity of key staff positions is not related to project outcomes when individual roles of coordinator/director, job developer, or teacher are considered. Since almost all programs had some combination of American and ethnic staff in key roles, there was insufficient variation across programs to determine a relationship between combined staff ethnicity configurations and outcomes.

The ethnic match of key TAP staff to clients is often argued to be important. Yet when the ethnicity of the coordinator/director was examined, it was found not related to outcomes. The same was true for that of the job developer. Almost all projects had someone available for

translation or interpretation for clients of any ethnic group, even if a former client called in on a voluntary basis in emergency situations. Because of the insufficient variation in the staff combinations, implications for staff ethnicity appear unwarranted.

9. Projects having a staff member with the formal responsibility of job developer are associated with higher outcomes, although the extent of training and experience of that job developer is not related to outcomes. In training programs, however, those with more experienced teachers do have higher outcomes.

Concerning the job developers, some projects assign the job marketing and placement roles to a staff member as one of several other responsibilities, and these are the projects which have low placement rates, in general. The implication seems all too clear that having at least one person whose primary responsibility is job development is critical for placements. This should be a central element of TAPs, no matter what the nature of their programs. As for the teachers, sometimes other qualities than experience weigh heavily on a decision to hire them. If teachers with less classroom experience are to be employed in a TAP, then perhaps closer supervision and/or planning assistance should be provided by someone with more classroom experience.

10. Among particular job development activities, those TAPs which provided more extensive follow-up on clients placed with employers (such as visits to the work site, extended problem-solving, more frequent phone calls) had the higher outcomes, whereas the formalism and extent of employability development plans was not related to project outcomes. Among

the programs with teaching in classroom settings (job clubs, workshops, vocational training, work orientation, and ESL/VESL), those which used curriculum and instructional materials either developed specifically for their projects or at least for refugee populations were more often those with the higher outcomes.

The job developer activities included in this finding place the focus on the effectiveness of the less formal aspects of the role -- going out and meeting with employers on site, showing concern that the job situation is working out satisfactorily, not relegating contact to a formal verification of continued employment of the refugee placed. It may be the case that job developers who perform such extensive follow-up also conduct their pre-placement activities in a comparable manner, and it is this general resolve and attention to detail which manifests itself in higher placements.

Even concerning the EDP, most job developers were found to obtain much the same information on their clients, but some completed lengthy forms while others made sketchy notes only. The variation in the nature of the EDP information was very slight, suggesting that job developers get what they need to place a client independent of their documentation. This does not suggest the elimination of formal EDPs, for they do serve other valuable functions. But it does imply that, as a pattern, it is these "informal" skills of the job developer, such as rapport with clients and employers, good intuitions about job matches, and possibly energy and enthusiasm, which should be capitalized upon and nurtured in hiring, training, and supporting job developers.

The findings on curriculum and instructional materials imply that providing TAP staffs with resources to develop their own materials, or to adapt existing ones for their specific clientele, may well pay off in higher placements. This is allied with the finding on program "fit" to client needs discussed earlier.

APPENDIX A
Evaluation Plan Abstract

EVALUATION OF THE TARGETED ASSISTANCE GRANT PROGRAM

Project Abstract (August, 1984)

Research Management Corporation's evaluation of the Targeted Assistance Grants Program (TAP) is funded by the Office of Refugee Resettlement, Social Security Administration, U.S. Department of Health and Human Services. The study has three major foci:

1. to determine the outcomes of TAP on refugee self-sufficiency in terms of increased job placement and retention and decreased public assistance;

2. to identify those TAP program factors which are related to such outcomes; and

3. to disseminate study information through those channels which will promote the utilization of the findings.

The study is guided by an Advisory Panel of six members, two each at the state, county, and local service provider levels.

The evaluation takes place over a 30-month period, from July, 1984 to January, 1987, in three phases. The majority of the effort is in Phase I, wherein general quantitative outcome information is sought and analyzed to form national level generalizations and some 28 local provider sites are the subject of intensive study. No new data are being collected.

The Phase I procedure includes two sets of visits to local providers for on-site information collection -- an initial set in Fall, 1984 and a follow-up set in Spring, 1985. The initial information collection visits are somewhat open-ended and serve to provide baseline information for the development of hypotheses about outcomes and related program factors. The follow-up visits are more focused in information collected and serve to afford a preliminary test of the hypotheses. A team conducts each site visit for some two-and-one-half days per site during the initial set and two days per site in the follow-up. The team consists of one RMC staff member plus one to three refugee interviewers at the site location. The RMC staff members interview provider personnel, observe activities, collect relevant documentation, and train and debrief the refugee interviewers. The refugee interviewers conduct native language interviews with clients of the provider to attempt to verify outcome information and to provide insight into the programs and services.

State and federal information which helps complete and interpret the information base is collected concurrently with the site information.

The analyses from Phase I will lead to refined hypotheses to be tested in Phase II on fewer sites (10), but with greater reliance on records and other evaluation reports. The hypotheses will be further refined if necessary and tested in final form on the broadest base from the records of all programs in Phase III. The product of this phase will be a definitive set of conclusions about TAP outcomes and successful refugee employment-related strategies.

APPENDIX B

Definitions of Program Types

TAP
January, 1985

1. Vocational Training: Instruction to develop specific occupational skills (should reflect labor market needs and be consistent with refugee's employability plan) (often given concurrently with VESL).

2. Assessment: Activity by staff to develop a composite profile of the refugee's work history, training, education, physical condition and present degree of employability and/or existing barriers to employment.

3. Employment or Work Orientation: Activities, including instruction, which familiarize the refugee with American work habits and customs and provide necessary information and skills required to seek and maintain employment.

4. Job Development: Consists of at least three potential activities which may be performed by different persons or all by one person. These three activities include:

   (a) development -- outreach activities to potential employers to identify and develop unsubsidized job opportunities.

   (b) placement -- activities to assist refugees in locating and obtaining permanent, full-time, unsubsidized employment.

   (c) follow-up -- post-employment activities which assist a refugee in making the successful transition to employment by providing the necessary support assistance to the refugee and employer so that the refugee is able to maintain his job.

5. VESL:

   (a) occupation-specific -- English language instruction which focuses on competencies that apply to a particular occupation. The competencies include at least one of the following set of skills: those necessary for completing a particular vocational training program or getting, keeping, or advancing in a particular job.

   (b) general/pre-employment -- instruction in English which involves general competencies applying to several or all occupations. These competencies include at least one of the following sets of skills: those necessary for completing a vocational training program or getting, keeping, or advancing on a job.

6. On-The-Job-Training: Paid employment, for training purposes, which may be partially subsidized directly to the employer, or the participant may receive cash allowance for job-related expenses such as uniforms, tools, etc. The employer providing the training makes a commitment to hire the participant upon successful completion of training.

7. Work Experience (WE): Unpaid "employment" at a public or nonprofit site for the purpose of enhancing the refugees' employability through the development of good work habits and basic work skills. May be supported by classroom or vocational training. Participants may receive work-related expenses or stipends while in such placement.

8. Upgrading, Licensing, and Certification: Activities to assist refugees whose existing skills in a particular occupation are not transferable to the local labor market due to lack of certification or licensure. Participants receive training or review required to become licensed or certified in their area of professional expertise.

9. Economic Development: This component provides a broad range of technical assistance activities in two separate areas to facilitate refugee economic self-sufficiency.

   (a) Small Business Technical Assistance - To provide technical assistance to existing and/or potential refugee business persons to either expand an existing business or develop a new business. Assistance is designed to expose the participant to essential business skills and expertise and to facilitate access to resources within the larger business community. Services may include: assistance in loan packaging, business development, economic forecasting, merchandising, marketing strategies, information and accessing capital resources, legal requirements for businesses, management planning, bookkeeping, etc.

   b) Cooperative Training and Development - To build on native skills and abilities through the development of mutual-benefit cooperatives for the production, purchase of sale of goods. Examples of cooperatives include farming, production of crafts and native arts, and services such as landscaping, building/ground maintenance, etc. Assistance is provided to facilitate access to resources within the business community and to develop the technical knowledge of participants in such essential areas as planning, organization, legal requirements, financial and marketing assistance, etc.

10. Recruitment: Activities to locate refugees who are or may be in need of employment services, contacting them, and encouraging them or otherwise facilitating their participation in a refugee service program.

APPENDIX C
Provider Sample

State	County	Providers
CA	1. Alameda	1. Asians for Job Opportunities in Berkeley, Inc. 2. Oakland Chinese Community Council, Inc.
CA	2. Fresno	1. Nationality Services of Central California 2. Lao Family Community, Inc.
CA	3. Los Angeles	1. International Institute, California Business College 2. International Institute Unified Vietnamese Community Council 3. International Institute Afghan Community Center 4. Datagraphics Computer Services, Inc.
CA	4. San Diego	1. UC San Francisco 2. Catholic Community Service
CA	5. Santa Clara	1. Vietnamese Voluntary Foundation, Inc. 2. Foothill DeAnza Community College Occupational Training Institute
IL	6. Cook	1. Illinois Conference of Churches 2. Cambodian Association of Illinois, Cambodian Employment Project
KS	7. Sedgwick	1. Catholic Social Services 2. Wichita Indochinese Center
LA	8. Orleans	1. Associated Catholic Charities 2. YMCA
MA	9. Middlesex	1. Indochinese Refugee Foundation 2. University of Lowell
MD	10. Montgomery	1. County Department of Social Services, Job Club Unit 2. Public Schools, Adult Education
OR	11. Multnomah	1. International Refugee Center of Oregon 2. Mt. Hood Community College
UT	12. Salt Lake	1. Asian Association of Utah 2. Granite School District, Community Education
WA	13. King	1. Asian Counseling and Referral Service 2. Southeast Asian Refugee Federation

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